DOCUMENT RESUME

ED 348 554 CE 061 801

| | |
|---|---|
| TITLE | Enhancing Skills for a Competitive World. Report of the Action Team on Lifelong Learning. |
| INSTITUTION | National Governors' Association, Washington, D.C. |
| SPONS AGENCY | William T. Grant Foundation, Washington, DC. Commission on Work, Family, and Citizenship. |
| REPORT NO | ISBN-1-55877-159-X |
| PUB DATE | 92 |
| NOTE | 65p. |
| AVAILABLE FROM | National Governors' Association, 444 North Capitol Street, Washington, DC 20001-1572. |
| PUB TYPE | Reports - Research/Technical (143) |
| EDRS PRICE | MF01 Plus Postage. PC Not Available from EDRS. |
| DESCRIPTORS | Access to Education; Accountability; Adult Programs; Adult Vocational Education; Career Development; Cooperative Programs; *Coordination; *Demonstration Programs; Government Role; Higher Education; Inplant Programs; *Job Training; *Labor Force Development; *Lifelong Learning; Retraining; Role of Education; Secondary Education; Skill Development; Skill Obsolescence; State Government; *State Programs; Vocational Education |

ABSTRACT

This publication discusses reforms in lifelong learning undertaken in the 11 states represented on the National Governors' Association Action Team on Lifelong Learning. It is a catalog of initiatives to create greater opportunities for youth and adults to obtain skills needed to compete effectively in a global economy. The reforms discussed in this publication fall into four broad categories: initiatives to consolidate and strengthen policymaking for work force development programs at the state and local levels; initiatives to strengthen accountability and expand options in the preparation of young people for work and further education; initiatives to increase investments in and expand opportunities for upgrading the skills of the current work force; and initiatives to expand access to, clarify the missions of, and improve accountability in postsecondary education institutions. Part 1 addresses consumer-driven investment in work force quality in Indiana, Iowa, Kentucky, Massachusetts, New Jersey, New York, Oregon, Pennsylvania, and Wisconsin. Part 2 looks at new pathways for career development in Indiana, Iowa, Kentucky, Massachusetts, New Jersey, New York, Pennsylvania, Wisconsin, and the Great Lakes Region. Part 3 considers workplace education for adults in Iowa, Kentucky, New Jersey, Pennsylvania, South Carolina, and Wisconsin. Part 4 discusses access and accountability in higher education in Indiana, Massachusetts, Missouri, South Carolina, and Wisconsin. The name and telephone number of a contact person are provided at the end of each program description. (YLB)

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ED348554

# Enhancing Skills For a Competitive World

*Report of the Action Team on Lifelong Learning*

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*Redefining the Possible* ACHIEVING THE NATIONAL EDUCATION GOALS

National Governors' Association



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# Enhancing Skills For a Competitive World

*Report of the Action Team on Lifelong Learning*

*Redefining the Possible* ACHIEVING THE NATIONAL EDUCATION GOALS

**National Governors' Association**

ISBN 1-55877-159-X
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Washington, D.C. 20001-1572
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For information about purchasing additional copies, call NGA Publications at (301) 498-3738.

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## The National Education Goals

■ **Goal 1**
By the Year 2000, All Children in America Will Start School Ready to Learn.

■ **Goal 2**
By the Year 2000, the High School Graduation Rate Will Increase to at Least 90 Percent.

■ **Goal 3**
By the Year 2000, American Students Will Leave Grades Four, Eight, and Twelve Having Demonstrated Competency Over Challenging Subject Matter Including English, Mathematics, Science, History, and Geography, and Every School in America Will Ensure That All Students Learn to Use Their Minds Well, So They May Be Prepared for Responsible Citizenship, Further Learning, and Productive Employment in Our Modern Economy.

■ **Goal 4**
By the Year 2000, U.S. Students Will Be First in the World in Mathematics and Science Achievement.

**Goal 5**
By the Year 2000, Every American Adult Will Be Literate and Will Possess the Knowledge and Skills Necessary to Compete in a Global Economy and Exercise the Rights and Responsibilities of Citizenship.

■ **Goal 6**
By the Year 2000, Every School in America Will Be Free of Drugs and Violence and Will Offer a Disciplined Environment Conducive to Learning.

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# Foreword

If politics is the art of the possible, leadership is truly the art of redefining the possible. As Governors, we are committed to achieving the national education goals. In answer to fears that our aspirations are impossibly high, we insist that the possible must be redefined by restructuring our schools to meet world-class standards.

Following the President's historic education summit with the nation's Governors, six challenging education goals were adopted. The goals provide a grand vision of a revitalized nation ready to seize the opportunities of a new century and millenium. To meet the high standards articulated in the goals, we must reach beyond our current strategies for educating America.

This year, Governors have taken bold steps to implement changes intended to boost school readiness, student achievement, graduation rates, safety in the schools, and lifelong learning. Three action teams of Governors and corporate leaders were established last August to redefine and demonstrate new possibilities in three areas—school readiness, the school years, and lifelong learning. Participating Governors took action at home to implement statewide systemic reforms that would move their states toward achievement of the national education goals.

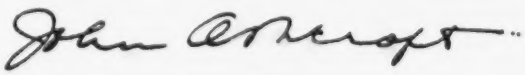
As managers of complex organizations, business executives were asked for their counsel on applying lessons of corporate restructuring to education reform. State and corporate leaders share concerns about quality, productivity, outcomes, and continuous improvement.

As reforms are instituted at home, we are identifying common barriers and key opportunities for systemic change. We still are struggling to change the structures that reinforce the status quo and stifle innovation. But a new education system is emerging. With high-performance goals as our beacon, we see a system that engages all students and their families and communities in a demanding but encouraging environment in which success is attained by all.

The action teams had outstanding leadership. The Action Team on School Readiness was chaired by Ohio Governor George V. Voinovich, with New Mexico Governor Bruce King as vice chairman. Wyoming Governor Michael Sullivan led the Action Team on the School Years, with Arizona Governor Fife Symington as vice chairman. Wisconsin Governor Tommy G. Thompson served as chairman of the Action Team on Lifelong Learning, aided by Indiana Governor Evan Bayh as vice chairman.

The work of each action team was enriched by the participation of prominent business leaders. The Action Team on Lifelong Learning included Hans Decker of Siemens Corporation, Carlos Ghosn of Michelin North America, Lloyd Reuss of General Motors Corporation, John Sculley of Apple Computer, Inc., and Carl Weigell of Motor Castings Company.

I am grateful to the members of the Action Team on Lifelong Learning for taking the lead in expanding opportunities for lifelong learning within communities and workplaces. *Enhancing Skills for a Competitive World* describes the member states' comprehensive initiatives to improve the effectiveness of their education and training systems. It provides many useful lessons about systemic reform.



Governor John Ashcroft, Missouri
Chairman, National Governors' Association

# The Challenge

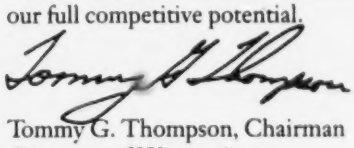
As Governors and business leaders, we are reminded daily of the need to match the economic pace set by our international competitors. Our status as a world economic leader is being challenged as the global marketplace has become more demanding. While the roots of our current dilemma are complex, our problem is undeniably linked to our systems of education and training in our schools and workplaces.

The need for change is clear. All of the facts demand that we move aggressively to equip our students, workers, and state systems for competition in a global economy.

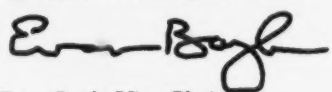
*Enhancing Skills for a Competitive World* can serve as a valuable tool in achieving that end. The product of the Action Team on Lifelong Learning, it is a catalog of visionary and comprehensive initiatives to create greater opportunities for youth and adults to obtain the skills they need to compete effectively. It is designed to share the insights and experiences of the action team states so that other states can benefit from these lessons and improve their own education and training systems.

This publication is divided into four parts—planning and coordinating state and local education and training reform efforts, preparing youth for work, training and retraining adults, and expanding options in higher education.

As members of the Action Team on Lifelong Learning, we challenge states and businesses to study these approaches and apply them, as appropriate. Although we have accomplished a great deal over the past year, we cannot afford to be content with our progress. Together we must accelerate our efforts toward the achievement of our full competitive potential.



Tommy G. Thompson, Chairman
Governor of Wisconsin



Evan Bayh, Vice Chairman
Governor of Indiana

**Other members of the NGA Action Team on Lifelong Learning**

Terry E. Branstad, Governor of Iowa

Brereton C. Jones, Governor of Kentucky

William F. Weld, Governor of Massachusetts

John Ashcroft, Governor of Missouri

Jim Florio, Governor of New Jersey

Mario M. Cuomo, Governor of New York

Barbara Roberts, Governor of Oregon

Robert P. Casey, Governor of Pennsylvania

Carroll A. Campbell Jr., Governor of South Carolina

Hans Decker, Vice Chairman of Siemens Corporation

Carlos Ghosn, President and CEO of Michelin North America

Lloyd E. Reuss, Executive Vice President, New Vehicles and Systems, General Motors Corporation

John Sculley, Chairman and CEO of Apple Computer, Inc.

Carl A. Weigell, Chairman of the Board of Motor Castings Company

# Executive Summary

States on the NGA Action Team on Lifelong Learning are aggressively restructuring their education and training systems to more effectively prepare current and future workers. They are taking their lead from private sector initiatives to improve productivity and quality for success in the international marketplace.

These states' restructuring efforts are directed toward creating a more consumer-driven, results-oriented workforce development system that is understandable and accessible to its customers—students, workers, and employers who need assistance. To transform their current fragmented programs into such a flexible, high-quality lifelong learning system, the states are undertaking initiatives to:

- Consolidate and strengthen policymaking for workforce development programs at the state and local levels, emphasizing strategic planning, instituting new forms of accountability, and creating integrated planning, budgeting, evaluation, and information systems;
- Integrate marketing, outreach, and the delivery of services to better meet customer needs;
- Strengthen accountability and expand options in the preparation of young people for work and future education by setting standards for achievement, developing student assessment systems, and creating alternative educational programs that facilitate the transition from high school to work and further education;
- Increase investments in, and expand opportunities for, upgrading the skills of the current workforce through customized training and adult literacy programs that are relevant to workplace demands; and
- Expand access to, clarify the missions of, and improve accountability in postsecondary education.

The experiences of the action team states point to a number of key lessons about systemic reform.

- Strong gubernatorial leadership and commitment to change can help key state and local leaders develop a shared vision of what a restructured system should be and reduce resistance to reform.
- Although responsibility for overseeing restructuring efforts should be centralized in an authoritative body at the state level, local decisionmakers should have the flexibility to decide how best to achieve desired reforms within local communities.
- Achieving systemic reform is a long and complex process that requires advance planning, persistence, and investment in system capacity to deliver on the vision.

# Strategies for Systemic Reform in Lifelong Learning

Highly skilled workers are essential in today's competitive international economy, and government can play a strategic role in developing a quality workforce. Public job training and education programs must be available to the entire workforce and the business community as part of a continuum of services for lifelong learning.

This continuum should start with appropriate developmental activities in early childhood and high-quality instruction during the school years. It should continue with services to help young people make the transition from school to work or to further education at the postsecondary level. Adult education and job training programs should provide additional opportunities for individuals to upgrade their knowledge and skills to meet workplace and other requirements.

Despite this broad need, budget constraints limit the creation or expansion of programs. Many states therefore are beginning to focus on how to better manage and organize existing workforce development programs to stimulate economic growth, reduce welfare dependency and unemployment, and increase the competitiveness of firms. To achieve better outcomes and greater efficiency in higher education, colleges and universities are beginning to define their institutional missions in terms of what they do best. This can help guide state and institutional decisions and ensure that statewide priorities are met.

The member states of the NGA Action Team on Lifelong Learning are among those on the cutting edge of systemic reform of the workforce development and higher education sectors of the larger education system. The reforms discussed in this publication fall into four broad categories:

- Initiatives to consolidate and strengthen policy-making for workforce development programs at the state and local levels;
- Initiatives to strengthen accountability and expand options in the preparation of young people for work and further education;
- Initiatives to increase investments in and expand opportunities for upgrading the skills of the current workforce; and
- Initiatives to expand access to, clarify the missions of, and improve accountability in postsecondary education institutions.

For the most part, the reforms are driven by the realization that today's vast but fragmented system for education and training beyond high school provides services of erratic quality and it generally is not meeting the needs of the economy, employers, or individuals. Resources are not coordinated at the point of delivery, and the system's end users cannot easily access its services.

**Principles to Guide Change**

Many of the state reform initiatives discussed in this publication are designed to improve the effectiveness and efficiency of government through market-oriented strategies that shift the state role from a regulatory one to one of policy guidance and capacity building. These strategies reflect the characteristics of entrepreneurial government described by David Osborne and Ted Gaebler in *Reinventing Government* and may be summarized as follows:

- The lifelong learning system should be "demand" or customer-driven, not "supply" or program-driven.
- The system's mission should be clear to everyone who works within the system.
- The system should be understandable, accessible, and easy to use by its customers. Clients approaching the system should be able to receive information about the full array of services available and be able to easily enter or reenter the system at any point.
- Services should be designed at the local level to meet the different needs articulated by clients — local and regional businesses, job seekers, and students.

"America's workforce must possess the skills necessary to compete successfully in the dynamic global economy of the twenty-first century if we are to preserve the health of our economy and our standard of living."

Tommy G. Thompson
Governor of Wisconsin

- The system should be structured and managed to get desired results. Wherever practical, it should allocate resources and provide other rewards based on the performance of service providers. Performance should be defined by outcomes—the "value" that is added—rather than by how services are provided or how many services are delivered.

- While clear objectives and measures of success should be articulated and agreed upon centrally, the system should impart to providers and institutions sufficient flexibility to tailor solutions to clients' needs and circumstances.

Although the state initiatives have sought to set a vision of what a reformed lifelong learning system should look like, they have been careful not to impose solutions on the local level through a top-down strategy. In various ways, states have tried to decentralize decisionmaking to the substate level so that services can be tailored to local labor market and other needs.

Some states have involved those at the local level in refining the vision of a reformed system through pilot projects. This approach builds ownership for the reform agenda and allows those at the local level sufficient flexibility to achieve state objectives in ways that make sense within their communities. It also allows many operational issues to be debated and tested before moving forward with statewide implementation.

States are coordinating and targeting resources through policy initiatives and administrative consolidation of state agencies. They are specifying goals and measurable outcomes to be achieved, and are improving decisionmaking at all levels through integrated planning, information, and evaluation systems. State initiatives consistently emphasize strategies to improve accountability within components of the job training system and across the job training programs using a common set of performance indicators.

States have begun to establish world-class standards for individuals, institutions, and the education and training system. Competency-based standards and assessment and certification processes are being developed within the elementary, secondary, postsecondary, and workforce development sectors. These certificates will attest to learners' knowledge and skills in core academic content areas, integrated reasoning, and technical areas, as appropriate.

In the elementary and secondary school arena, state initiatives follow many of the recommendations of the National Commission on the Skills of the American Workforce from its landmark report, *America's Choice: high skills or low wages!*, and those of the William T. Grant Foundation Commission on Work, Family, and Citizenship in its report, *The Forgotten Half: Pathways to Success for America's Youth and Young Families*. The focus on outcomes is expanding opportunities for local school districts to develop alternative learning strategies to help students achieve expectations. For example, a number of states are instituting "gateway" examinations leading to "certificates of initial mastery." Once they have passed the examinations, students can enroll in college preparatory or work-related curricula, including technical preparation, youth apprenticeship, and other work-based learning programs. At the postsecondary level, the emphasis has been on differentiating institutional missions and building accountability systems consistent with those missions.

States also are working with the business community to develop industry-based technical and professional standards on which certificates of technical competence or advanced mastery will be based. Such certificates will be recognized by employers and serve as credentials for occupational training and school-to-work programs. In a number of states, they also will serve as the basis for guaranteeing employers that students have demonstrated achievement of necessary skills.

In most cases, states are enlisting the help of the private sector—as key customers of the system—to make services more responsive to employers' needs

and ultimately produce a greater return on investment. In one state, employers are helping to redesign services, while in another they are supporting the state's effort to create a permanent, employer-based source of funding for job training activities. A number of states are strengthening private sector-led councils created at the state and local levels under the Job Training Partnership Act (JTPA) to promote integration of services and the more effective expenditure of resources at the local level.

States are fostering one-stop shopping for families, individual clients, and employers in order to make services more accessible and more responsive to customer needs. Integration makes it possible to draw upon a wider array of services than would otherwise be available through any one agency or funding source. States are encouraging collaboration and partnerships at all levels of the education and training system, and outside the system with business, labor, and community leaders and economic development and human service providers.

**Challenges in Implementation**

Defining a clear mission for the entire system and each of its component parts has been difficult. While there is agreement that the system must meet world-class standards, there is growing recognition that such standards are a moving target because other nations are continuing to improve their performance. While the tight fiscal environment is, at least in part, the impetus for some of the reforms discussed here, it also is one of the major implementation barriers states face. Many of the reforms and structural changes are being introduced at the very time governments are being downsized. Throughout the system, people are being asked to do more with less. Although existing resources can be redirected to support the delivery of services, some start-up funds are needed.

Federal and state statutes and regulations have made the creation of a "seamless" service delivery system complex and difficult, even though many of these laws and policies are intended to foster collaboration. Separate eligibility guidelines, performance expectations, planning cycles, and reporting requirements make state and local program administrators hesitant to collaborate. Furthermore, states are trying to implement long-term strategies to change systems at the same time federal program standards focus on short-term indicators of success. At least one state plans to seek waivers from federal regulations.

Technical problems also inhibit the sharing of information among agencies. These include confidentiality and system design concerns, data management issues related to matching individuals' records, incompatabilities of hardware, software, and network communications infrastructure, and fear of data misinterpretation. Yet overcoming such barriers is not enough. States recognize that the real challenge is to create flexible systems that can be redirected when customer needs change and evaluation results warrant reform.

Overcoming technical problems has proven easier than getting people to think in new ways about solving problems. State policymakers have found resistance to change from clients as well as from service providers. There is a prevalent view that no problem exists, and consequently there is no reason to "fix" the system. Some question the wisdom of investing in retraining the existing workforce when a substantial initial investment is being made in elementary and secondary schools.

Many in the business community still do not recognize the need to invest in the continuous improvement of worker skills and the quality of their goods and services. Those that do provide worker training concentrate their investments among higher level employees who already have the most education. In addition, individuals often fail to see workforce development programs or services as necessary, thinking it is other people who need additional training. At times, students and their parents are reluctant to participate in unfamiliar alternative programs. Some clients also seem to feel more comfortable working with a specific agency

"Quality education results in a quality student, which results in quality products, which creates demand, which ensures quality jobs."

Hans Decker
Vice Chairman of Siemens Corporation

and therefore may have difficulty working with a one-stop system. More information and counseling will be needed to change attitudes.

State colleges and universities may resist working with, and being responsive to, other parts of the system associated with the more traditional worker training programs. They need encouragement and support from state government. New coordinative bodies that are not identified with any one program may have to be developed at the state and substate levels to overcome this resistance. For other providers, service integration implies a potential loss of identity, program ownership, and control. A focus on outcomes rather than course requirements and other inputs also may concern some school officials because existing courses and programs may be cancelled or redirected.

**Key Lessons for Building a System of Lifelong Learning**

The experience of the states participating on the Action Team on Lifelong Learning suggests that:

- Reform should be based on a clear vision and statement of principles that is shared by the key stakeholders. These principles should be developed prior to instituting major organizational changes at either the state or local level.

- Leadership is essential to articulate the vision and forge consensus on the need for change. Strong gubernatorial commitment to change can reduce resistance to reform.

- Local decisionmaking is critical for achievement of policy objectives.

- Those who work within the system and those who are "customers" of the system should believe that reform can be achieved and that important benefits can be gained as it occurs.

- Advance planning is essential. State agency heads, local entities, governing boards, institutional leaders, and other key groups should be invited to the table as the basic principles guiding the restructuring effort are negotiated.

- Open communication between state and local entities should be nurtured. Progress reports on implementing restructuring efforts should be made on a regular basis to all major participants within the system.

- Responsibility for overseeing restructuring efforts from a policy perspective should be centralized in an authoritative body that includes key executive and legislative branch officials, important state and local stakeholders, and system users. Small, medium-size, and large employers and labor should be represented.

- It is best to think of initiatives that attempt to restructure systems as an evolving learning process rather than a one-time implementation challenge. Flexibility is needed to refine strategies and continually adjust them to changing demands.

- Achieving system reform is a long and complex process that requires persistence. It requires a commitment at all levels and constant attention to maintain the momentum of change. It requires investment in the system to improve its capacity to deliver on the vision.

# Consumer-Driven Investment in Workforce Quality

There is a growing consensus among the member states of the Action Team on Lifelong Learning and others that states must adopt the principles of continuous improvement, flexibility, high productivity, and a devotion to quality in the way they deal with the customers they serve—students, workers, employers, and communities. There is remarkable similarity in the action team states' vision of a restructured system and their strategies to achieve this vision. These strategies are characterized by:

- Coordinated policy formulation, planning, budgeting, and oversight at the state level;
- An emphasis on strategic planning, including setting clear goals and performance expectations;
- Decentralized decisionmaking to permit increased flexibility in the way services are delivered to achieve these goals;
- An insistence on a customer orientation and improved accountability among providers; and
- Development of unified evaluation systems and consumer and management information systems to support service integration and coordinated policy planning and oversight.

The state initiatives are directed toward the creation of a seamless service delivery system to meet the workforce development needs of employers, workers, and students. Such a system would allow customers to readily learn about and access the full continuum of services available within a community and to move more easily from one service provider or set of services to another. The agency customers initially contact would help them obtain needed services, regardless of who ultimately provides these services, rather than referring them to another agency. Clients thus would not get "lost" within the system without getting the help they need.

Within such a system, employers would have a central point of contact to access training services for their employees as well as obtain assistance in modernizing and effectively using technology in the workplace. They would have ready access to qualified workers to meet their workplace requirements. Those interested in obtaining training or employment would be able to enter and reenter the system at any point without losing credit for what they have already learned or having to repeat service sequences they have already completed. Clients would not have to fill out duplicative application forms or take repetitive tests to obtain services from multiple programs.

Several action team states are restructuring state-level departments, creating subcabinets of relevant agencies, and strengthening state-level boards to improve coordination at the state and local levels. Throughout the states, interagency work groups are developing common sets of definitions to use within integrated management information systems and for budgeting and evaluation activities. They are agreeing to use common procedures and forms to eliminate redundancy in client intake and assessment processes at the service delivery level. In addition, they are reaching consensus on the measures of performance and data sources that will be used to hold providers accountable for accomplishing their common goals. For example, a number of states are using unemployment insurance wage records to track employment-related outcomes across programs.

State and local jurisdictions are working collaboratively in planning, designing, and implementing these initiatives. The member states often provide small grants to those at the local level for planning and pilot testing new service delivery strategies, cross-training of staff, and other capacity-building initiatives to strengthen private sector-led local coordinating boards.

These state initiatives are works in progress. Several are still in the planning stage, while others are continuing to refine their concepts and strategies based on previous, sometimes unsuccessful efforts. A significant challenge for states is to maintain the commitment to change engendered by these initia-

"The rapid pace of change in our global economy requires ever increasing skills and lifelong learning. It is the responsibility of state government to lead the way in developing and maintaining a workforce second to none."

Evan Bayh
Governor of Indiana

tives despite organizational intransigence. An even more difficult challenge is to create policy mechanisms and tools to ensure continuous improvement in practice at all levels within the system.

Information is a powerful tool, but it also can be a threatening tool. Some states have already seen that producing good information is not enough to improve decisionmaking. Policymakers have to make a commitment to refocus the system when data indicate that desired goals are not being achieved.

Finally, policymakers must allow themselves the time and resources necessary to effect change in the organizational cultures currently driving the various parts of the overall enterprise. They must invest in enhancing the capacity of the people who work within the system so that they can accomplish their mission. They must set reasonable expectations of what can be accomplished and they must monitor their progress toward achievement of these benchmarks.

**Defining a Comprehensive Approach to Workforce Development in Indiana**

The goal of workforce development in the state of Indiana is to create an efficient and effective system for providing Hoosiers with the skills necessary to meet workplace demands into the twenty-first century. As a top priority of Governor Evan Bayh, initiatives in workforce development reflect his view that state government has a strategic role in promoting, developing, and maintaining a quality workforce that is prepared to compete in a global economy.

The hallmark of Indiana's initiatives is the focus on lifelong learning. The Step Ahead program provides better services to children by coordinating nutrition, child care, and health and developmental screening programs. Indiana 2000 offers public elementary and secondary schools the flexibility to tailor learning to the needs of the students and communities through site-based management and exemption from many state school rules and regulations in exchange for greater creativity, innovation, and accountability. The 4R's (reading, writing, arithmetic, and remediation) program enables these schools and others to purchase technology for use by elementary school children.

The lifelong learning effort continues through the middle and secondary schools through the 21st Century Scholars program. This initiative creates a compact with financially disadvantaged students when they enter the eighth grade: If they stay in high school, stay off drugs, get good grades, and apply for financial aid, then they receive full funding for a four-year college education at a state-supported college when they get their high school diploma. In 1991 more than 5,300 eighth-graders signed the 21st Century Scholars pledge.

**Executive Branch Consolidation**

Other initiatives promoted by Governor Bayh have led to the creation of a workforce development department and passage of legislation that specifically addresses workforce development.

The Indiana Department of Workforce Development (IDWD) consolidates into one department and gives leadership to the Commission on Vocational and Technical Education (CVTE), the Indiana Department of Employment and Training Services (IDETS), and the Office of Workforce Literacy (OWL). CVTE is responsible for planning and administering entry-level advanced skill development, enhancing workplace skills, and implementing accountability systems. OWL facilitates the attainment of essential skills by Indiana's workforce by developing and coordinating training partnerships among business and industry, government, and organized labor. IDETS administers training programs that help people who are economically disadvantaged or are laid off and unlikely to return to their previous industry or occupation; employment services that provide counseling, assessment of applicants' skills, and referrals to employers with job openings; and unemployment compensation that supports workers who are laid off. IDWD's priorities are to promote and sustain the development

of a technical education system that is relevant to individual, employer, and community needs; and to establish a training and educational system that is accessible and provides skills assessment, career counseling, career information, and job placement through workforce development centers.

These priorities have been the impetus behind two recently enacted laws that foster the transition from school to work through a statewide assessment program, workforce learning pilot projects, and other reforms. These are discussed more fully later in this publication. Public Law 51 of 1990 strengthened the technical preparation curriculum known as Tech Prep, which was piloted through earlier efforts.

In 1992 Governor Bayh signed P.L. 19, the landmark workforce development legislation. Highlights of the law include a statewide assessment program for secondary students; certificates of achievement for students and adult learners to demonstrate knowledge and skills in particular and identifiable academic and technical areas; student career plans identifying tech prep or college curricula; workforce partnership plans, which are agreements between secondary and postsecondary technical education providers to maximize the use of programs and services; a career awareness curriculum; postsecondary transfer of credit among all state educational institutions; and workforce development centers.

**Workforce Development Centers**

The most recently enacted legislation (P.L. 19) authorized the establishment of workforce development centers. These centers will serve as the locus of opportunities for lifelong learning and the achievement of transferable skills. This mission constitutes a clear shift in focus for some of the state agencies participating in the initiative. The centers, which are initially being planned for each of Indiana's sixteen employment and training service areas, will provide data on training, employment, and career opportunities. They also will assist employers in analyzing the relationship between job openings and the skills and training required, and provide uniform assessments of job applicants, offering relevant job counseling where needed. Many centers will house services such as unemployment insurance, JTPA training and retraining, and work registration. Eventually, centers may also be located in technical colleges and universities.

The centers build directly on the lessons learned from previous service integration initiatives. Although these had proceeded relatively smoothly at the state level, local efforts ran into serious labor-management disputes over personnel issues associated with the consolidation of employment service state agency staff and the staff of the nonprofit local private industry councils (PICs). Disagreements also occurred over the roles and responsibilities of IDETS, local JTPA service delivery areas (SDAs), and private industry councils.

Upon assuming office in 1989, Governor Bayh encouraged the development of "confederation agreements" between the IDETS district offices and the JTPA SDAs. These agreements led to the creation of regional "hubs" that would serve as one-stop delivery centers for employment and training services. Recognizing problems with the previous attempts to change agency behavior, the state decided to involve localities in defining what the workforce development centers ultimately would look like. At first, six JTPA service delivery areas were selected to pilot test implementation of the center concept.

Based on the lessons learned from these sites, more tightly designed specifications for the center concept were developed and are now being implemented by ten additional sites. The state also is bolstering local efforts through small grants for development of information services, staff training, and technical assistance especially related to marketing, task analysis, assessment, and counseling. This support is deemed essential to help staff understand the desired shift in philosophy and improve their capacity to carry out new responsibilities. In addition, a series of forums and meetings were held throughout the state with special leadership from the Governor and

"A solid education system, quality worker training and retraining programs, and other workforce investments are necessary to develop a globally competitive economic environment in America."

Terry E. Branstad
Governor of Iowa

lieutenant governor. A workforce development summit drew representatives of key constituencies for workforce development.

Contact: Carolyn Brown, Director of Workforce Development Centers, Indiana Department of Employment and Training Services, (317) 232-0607.

### Creating a Seamless Service Delivery System in Iowa

#### TARGET Alliance

The Iowa TARGET Alliance was created by an executive order in 1986 because Governor Terry E. Branstad and other state policymakers were concerned that rapid changes occurring in the workforce and workplace might jeopardize Iowa's economic future. The alliance is composed of the state departments of Education, Employment Services, Economic Development, Human Services, and Human Rights, the Commission for the Blind, business and labor organizations, and representatives of trade and proprietary schools.

For the first few years, the alliance focused on conducting research to project future workforce trends. These results were reported in *Iowa Workforce 2010*. Next, additional research identified ways business, labor, education, and government can respond to the rapid changes. The strategies were described in the 1991 report *Iowa Workforce Agenda*. Today, the alliance is exchanging information on the best practices of Iowans to respond to workforce and workplace changes. It also has begun to design a seamless employment and training system for the state that would provide a "one-stop shop" for clients to access all employment and training services, including intake, assessment, referral, and placement.

An executive board governs the alliance, while a working group that meets monthly works through a committee structure. A committee on best practices identifies exemplary education and training practices around the state. Model programs are disseminated through an electronic bulletin board.

Although the alliance is still at an initial stage, it is making rapid progress in reaching its goals to disseminate best practices and redesign the employment and training system. A TARGET Alliance Workforce summit will be held in October 1992 to showcase model programs and provide a forum for business, labor, education, and government to exchange ideas on responding to the rapid changes occurring in the workforce and the workplace.

**Advice for Other States.** Governor Branstad's strong commitment to a competitive Iowa workforce has been central to the success of TARGET Alliance. A strong, up-front gubernatorial commitment to collaborative efforts such as the alliance can reduce resistance from state agencies.

It is critical to expand involvement in employment and training efforts among business, education, and labor groups, but it is equally important that government not dominate the process. Initiatives outside the collaborative effort with similar or conflicting goals should be included under the umbrella of the partnership as quickly as possible.

Contact: Cynthia Eisenhauer, Director, Iowa Department of Employment Services, and Chair, Iowa TARGET Alliance, (515) 281-5365.

### Revitalizing the Workforce Development System in Kentucky

#### Cabinet for Workforce Development

The Kentucky Cabinet for Workforce Development was created in the 1990 legislative session (House Bill 814) as a companion effort to the dramatic school reform initiative legislated by the Kentucky Education Reform Act that year. Its goals are to provide centralized policy direction to job training agencies; to revitalize Kentucky's job training and adult education programs; to refocus the system to be more responsive to the marketplace; and to provide Kentucky businesses a central point of contact within state government for job training needs.

The cabinet unifies under one umbrella the state Department for Adult and Technical Education, the Office of Adult Education, the Literacy Commission, the Department of Vocational Rehabilitation, the Department for the Blind, the Job Training Coordinating Council, the State Board for Proprietary Education, the Occupational Information Coordinating Committee, and the Council on Vocational Education. The integration of state-supported education and job training programs for adults within a single cabinet allows more effective coordination, better policy direction, and more efficient resource management. It enables the cabinet to address both the current and future workplace needs of Kentucky business and industry.

The cabinet has experienced many successes during its short life with the elimination of ineffective vocational-technical programs and the initiation of programs that respond more directly to employer needs. A continuum of services for lifelong learning has been created. Training and retraining services are now offered in all geographic areas of the state, addressing equity issues revealed in a needs assessment the cabinet conducted.

The cabinet has improved the adult education system in Kentucky by refocusing its orientation away from itself to its clients—students and businesses. Staff development in adult education has improved, services are more effective, and access has broadened. Educational television provides staff training for adult education providers. For example, a recent training program helped adult education staff recognize learning disabilities in students and develop appropriate learning strategies. Despite some resistance, standards have been established for adult education, and most providers realize these standards are enhancing the system.

Since program assessment is deemed highly valuable, it has been institutionalized as a driving force of change within the Kentucky technical preparation system. A program and personnel structure provides the cabinet with the flexibility to refocus the system where evaluation and program results have shown it to be necessary. For example, forty-three adult training programs have been closed and twenty-five programs have been expanded or initiated where needs have been identified.

A study group of representatives from all levels of the system has created a computer-based analysis of system performance using existing locally generated data. Data on enrollments; completions; placements; employer satisfaction (via surveys); laboratory classroom use such as equipment, space utilization, and learning resources; and honors and other recognition were used in the program profile. Each element was assigned an optimum point value with some given "bonus" points for exceeding predefined levels. These points were then added and the data sorted in descending order to create a profile of comparative performance among programs in the analysis.

Plans for the future include the development of data sources for the profile on cost factors and nonprogram-specific instructional and support staff, faculty, and administrators. The employer satisfaction survey will be revamped and data for subsequent years will be added, providing a foundation for a longitudinal assessment.

**Advice for Other States.** Internal and external communication has been a key to the success of the cabinet. Continued development of the cabinet's relationship with business and industry is critical. The message—that a coordinated and cooperative approach to workforce development must be taken—must be relayed consistently and repeatedly.

Evaluating existing vocational-technical programs has generated controversy. As might be anticipated, those who perceive the elimination of programs as a threat to their own jobs will be opposed to program assessment. Local educators and policymakers must therefore be involved in the process.

Business allies are important for umbrella agencies seeking to improve cooperation and coordination among education and training providers. This par-

"Not only is a high-quality educational system, including lifelong learning, vital to our ability to compete in an increasingly globalized economy, it is the heart of the American dream, the place where our hopes for a better life for our children and grandchildren reside."

William F. Weld
Governor of Massachusetts

ticipatory approach communicates that government is not solely responsible for improving the workforce development system or for alerting the public to the long-term structural changes in the economy and the demographic challenges that lie ahead. The role of business is key to the success of such an effort.

Contact: Beth Brinly, Principal Assistant, Kentucky Workforce Development Cabinet, (502) 564-6606.

**Building a Market-Based Workforce Development System in Massachusetts**

A private sector-led Massjobs Council has recommended that the state's existing job training and employment-related education efforts be transformed from a collection of free-standing programs into a well-coordinated, market-based workforce development system. This recommendation is based on the conclusion that the job training system in Massachusetts operates on a sufficient scale to have a major impact on the competitiveness of the commonwealth's economy and the quality of life of its residents. However, its potential has not been realized because of its fragmented nature, especially at the point of delivery where services are not coordinated, and because Massachusetts' businesses and residents cannot easily access its services.

The council also concluded that data about the effectiveness of these different programs is limited or unavailable. There are no common standards against which to judge the relative impact of various workforce development strategies. Nor are there consistent sources of information about system performance.

The administration of Governor William F. Weld has significantly strengthened and restructured the Massjobs Council and network of sixteen regional employment boards (REBs). Lieutenant Governor Paul Cellucci has been appointed as the council chair, sending a clear message on the importance of the council's work. Procedural improvements have been made, including the passage of new enabling legislation, revitalization of the council's membership, development of three strong working committees, and hiring of a full-time executive director and staff who report directly to the lieutenant governor. The membership of the state council, which previously had been dominated by state officials, now includes one-third business representatives.

The business-led regional employment boards, like the Massjobs Council, were created in 1988. However, they had not reached their full potential for coordinating policy locally because of a lack of attention by the commonwealth's top policymakers and insufficient information on such factors as the total amount of funds being spent in their areas on workforce development activities.

Several initiatives have been undertaken to strengthen the overall system in Massachusetts.

**Development of a Unified Budget**
In 1991 the state developed its first integrated budget encompassing the entire workforce development system. This budget informs state and local policymakers on how much money is being spent on each program, who is being served in each program, what services are being provided by whom, what funding sources are being used, and how much flexibility exists within these sources for the Massjobs Council and the REBs to exert their influence. Information was obtained from the various state agencies using a detailed questionnaire. The questionnaire is being refined for use during the second budget cycle. In particular, questions regarding state flexibility in the use of available resources are being revised so that more complete information can be included in the unified budget.

**Improvement of Regional Employment Board Capacity**
During 1991 the Massjobs Council undertook a comprehensive multi-year program to increase the capacity of regional employment boards, enabling them to be the "building blocks" of a decentralized, market-driven, and results-oriented workforce development system.

- During the first year, REBs were awarded planning grants to develop blueprints on how the training dollars coming into their substate areas could be used to stimulate regional economic growth.

- Small grants of $10,000 also were awarded to each board as an incentive to undertake a self-development project.

- The council is conducting a study of workers' and employers' satisfaction with the training so that feedback can be provided to the REBs.

- A serious look will be taken at issues such as clarifying the REBs' charter of authority, examining each board's current membership to determine whether it includes top business leaders who reflect the region's industrial mix, and providing REBs with adequate and unbiased technical support so that they can make informed and neutral decisions on the allocation of resources and the selection of service providers.

**Creation of Uniform Evaluation and Outcome Measures**

The Massjobs Council also is developing initial specifications for an information system that can track the outcomes and performance of workforce development programs in a consistent manner. State legislation enacted early in 1992 mandates the use of unemployment insurance (UI) wage records to evaluate the commonwealth's workforce development programs and requires the system to be operational by 1994. The funds authorized by the legislature will be used to conduct an implementation study during the summer of 1992 and to purchase computer equipment. The equipment is needed to crossmatch UI wage records with programs' participant files in order to determine the employment and earnings impact of training and education interventions. This capability will provide state and local policymakers with a powerful tool to measure the return on investment that Massachusetts is achieving through each of its workforce development programs.

**Integration of Services Via Electronic Links**

An ad hoc committee of the Massjobs Council is actively exploring the concept of improving participants' access to various employment and vocational training services by integrating the programs electronically. With electronic communication links, JTPA offices, employment service centers, community colleges, vocational-technical schools, and high schools each would become a skill center, providing customers with a single point of access to consolidated education and training information. The larger challenges—unified testing, counseling, enrollment, and case management for multiple service programs and improving the quality of program information—also will be addressed. It is anticipated that in the future service providers will report on their program offerings and performance through a unified system, and that the information will be compiled into program profiles for client review at the skill centers. At a later stage, interactive classroom training will be provided over an electronic network in addition to the services available at multiple skill centers.

Contact: Piedad F. Robertson, Secretary of Education, Massachusetts Executive Office of Education, (617) 727-1313, ext. 202.

**Creating an All-Chance Workforce Readiness System in New Jersey**

The State Employment and Training Commission, a partnership between the public and private sectors, has developed a broad and comprehensive Unified State Plan that links all the disparate elements in New Jersey's worker readiness system. The purpose of this revitalization is to allow informed choice and ease of access for students, workers, and those seeking employment to enhance their work-related skills. The plan provides the state with a blueprint for the future that will ensure employers a world-class workforce for the 1990s and beyond.

The Unified State Plan is based on four policy guidelines. First, the system must be consumer-based and market-driven. Second, there must be

"The training and retraining of our nation's workforce must be a top priority for our nation. In our state, we are working to revitalize our workforce readiness system through a comprehensive plan that unites all spokes of our system and provides both the strategy and leadership for an aggressive and effective workforce readiness effort."

Jim Florio
Governor of New Jersey

accountability and evaluation. Third, the goal of the system should be attainment of fundamental literacy and basic skills. Fourth, there must be full utilization of all potential workers.

The plan calls for establishing high-quality skills training programs for noncollege-bound students, easing school-to-work transitions, and dramatically increasing the availability of programs to upgrade the skills of the existing workforce through both classroom and work-based learning. In addition, it calls for the creation of a partnership to provide skills training to unemployment insurance claimants, to recent exhaustees of unemployment insurance who have remained unemployed, and to workers or potential workers for firms seeking to expand, maintain competitiveness, or locate in New Jersey. The efficiency of the system will be improved by strengthening accountability systems and consolidating administration of the state's programs.

**Executive Branch Restructuring**

Governor Jim Florio restructured the cabinet-level state departments based on a producer-consumer model to ensure the effective execution of the Unified State Plan. The departments of Commerce and Economic Development, Community Affairs, and Human Services became "consumer departments" for workforce readiness services. The departments of Education, Higher Education, and Labor became "producer departments." Programs operated by consumer departments were transferred to producer departments. In all, sixty-four distinct programs operated by six departments of government were consolidated into fifteen program areas in three departments, with the functional supervision of these programs consolidated under a single subcabinet officer in each department.

A necessary ingredient for the success of this model is the empowerment of consumer departments in the decisionmaking and resource allocation process. Without this ability to advocate and evaluate on behalf of the "customer," consumer departments were powerless to include the services offered by producer departments.

Ad hoc, independent, third-party facilitating committees were created to resolve jurisdictional and operational issues that arise among executive branch departments in implementing the consumer-producer model. Commission members serve as fact-finders to develop recommendations for any issue on which there is disagreement between departments. The assumption of this role by the State Employment and Training Commission has received widespread acceptance and endorsement from agencies that have undergone the process of restructuring.

**Information to Improve Consumer and Provider Decisionmaking**

Recognizing that a well-informed public making careful decisions about the many employment and training services available to them will provide a major impetus for program improvement, the State Employment and Training Commission will publish annually a *Guide to Occupational Education Programs in New Jersey*. The guide will provide accurate, timely information about the availability and quality of occupational education programs, and will include a directory of career guidance and job search assistance programs. The first edition will provide basic information about adult and postsecondary programs offered by high schools, colleges, and proprietary schools (e.g., program length, tuition, and financial aid). Future editions will include more detailed performance information, such as the completion rate, placement rate, weekly earnings, and employment duration associated with each program. In addition, the state will publish a directory of social support services that will be disseminated throughout the workforce readiness system.

Finally, the state Office of Telecommunications and Information Systems in conjunction with six workforce readiness departments is undertaking a feasibility study to create a computerized system that will make information on clients and employment opportunities readily available to all workforce readiness agencies. The study also will incorporate the latest information on new technologies, including fiber optics.

Contacts: Stavroula Lambrakopoulos, Director, New Jersey Washington Office, (202) 638-0631, and William A. Tracy, Executive Director, New Jersey State Employment and Training Commission, (609) 633-0605.

**Streamlining Human Resource Investment in New York**

**GATEWAY**

GATEWAY (Gaining Access to the Emerging Workforce for Adults and Youth), a 1990 initiative of Governor Mario M. Cuomo, will streamline the state's human resource programs into a collaborative network of services. The new system will help New Yorkers obtain employment, training, and support services and provide employers with more skilled workers. Local and state service providers will work together to offer a full range of services to all clients who desire work or training, or who want to upgrade their skills or start a new career.

The initiative is an outgrowth of the state's Job Training Partnership Council report, *Creating a Vision: The Workforce Preparation System of the Future*, which found that New York State had numerous job training, education, and support programs but lacked a workforce preparation system. The council found that most of New York's 100 state and federal programs were performing well and achieving their objectives, but employers, job seekers, and other clients often did not know where to turn for assistance, and the quality of services clients received was erratic.

Under GATEWAY, state and local programs will be better able to ensure that all customers—employers and workers—have better access to the information and services they need to achieve their goals.

GATEWAY seeks to unify agencies and programs at several levels through agreement on and achievement of a set of principles that focus on providing a high-quality continuum of services to all customers. Most important, it will allow clients to enter or reenter the workforce preparation system at any time with minimal difficulty and maximum assistance.

The Governor built support for GATEWAY by endorsing it in his state of the state message and by directing the highest-level appointed official in state government to chair a subcabinet to implement the initiative. The subcabinet is composed of representatives from the Job Training Partnership Council; the departments of Education, Labor, Economic Development, and Social Services; the state university; the city university; the divisions for Youth and Human Rights; and the Higher Education Services Corporation. The lieutenant governor and selected legislators have promoted the initiative by soliciting the support of local elected officials and business leaders. Local participation is voluntary and the design is locally driven with top-down empowerment. Four pilot sites are currently integrating services at the local level with the real support of state human service agency administrators and state and local education officials.

**Challenges in Implementation.** Since GATEWAY is an evolutionary endeavor, new agencies and groups are always being brought into the discussions. The private sector has participated primarily through JTPA private industry councils, but keeping this community engaged in the process is an ongoing concern.

Organizations, like individuals, act out of perceived self-interest. Some agencies quickly found a motive for supporting GATEWAY, but organizational resistance to change has become a factor in translating good intentions into action.

**Advice for Other States.** Shaping a system from so many diverse components is a long-term and complex undertaking requiring a commitment at all levels. Strong leadership and a vision of a better way to serve customers are essential. The Governor and the council report jump-started systemic reform of the state's human investment programs.

"Competitive pressures demand that we continually seek new ways to do things better. We must accelerate the streamlining of our workforce development system."

Mario M. Cuomo
Governor of New York

The philosophy of bottom-up planning and top-down empowerment has proven effective to date. Creating a coalition of state and local agencies to design and implement GATEWAY appears to have been the right decision. Local plans have been creative and far-reaching. Testing the concept in a few locations also has worked well because of the many programs and issues to be addressed.

Marketing the concept during the planning phase, before GATEWAY took shape, appears to have been appropriate. Agencies heard about GATEWAY and asked to join in the discussions. State officials became familiar with the concept and lent support that strengthened the planning process.

Contact: Kenneth Theobalds, Assistant Secretary to the Governor, State of New York, (518) 474-3321.

**Unified Evaluation System**

Governor Cuomo signed the Workforce Preparation Evaluation Act (WPEA) into law in 1988 to bring about better program accountability and a rational, systemwide decisionmaking process based on good data. Of particular interest was information on the connections between specific program interventions and costs and the outcomes produced, in a way that gives administrators information about the value of the programs they are operating. The act requires agencies to conduct annual evaluations of the workforce preparation programs they operate, to submit descriptions of annual program plans, and to describe the methodology they will use to evaluate their programs. It also requires programs to submit to the Job Training Partnership Council annual reports of actual performance outcomes against program objectives using a common format. The council, in turn, is required to analyze and summarize the results in a consolidated evaluation report, and to make recommendations to the Governor, the legislature, and the employment and training community.

While the WPEA reporting has resulted in centralized data that was not previously available, some technical problems related to data collection and reporting timelines do exist. Managerial problems occur when the information needed to satisfy WPEA is not compatible with the information program managers need to monitor and manage individual programs. Inconsistent definitions of reporting items across programs also is problematic.

The act has fostered greater awareness at the agency level of the need for program evaluation, and represents a step toward more comprehensive analysis of the workforce preparation system. Three years of progress in implementing the act now makes it possible to provide a broad overview of the system. For example, the analysis of the data to be included in the Job Training Partnership Council's third annual report on workforce preparation programs reveals that these programs are concentrated in only a handful of agencies and that the workforce preparation dollars are concentrated in less than a half dozen programs. Thus, the Workforce Preparation Evaluation Act has produced some valuable information. However, amendments are needed to allow for the generation of data that can be used for comparative analysis of the strengths and weaknesses of the state's different programs.

**Advice for Other States.** Other states considering creation of a unified evaluation system should not consider a "one size fits all" approach, but rather a six-pronged effort in which different kinds of evaluation activities are carried out to meet varying needs. These should include:

- Upgrading existing program-specific evaluation activities and promoting the use of evaluation and planning data by agency staff;
- Limiting the unified reporting requirements to the largest programs at least initially;
- Developing a new mechanism for focused, in-depth evaluation of clusters of related programs;
- Publishing a streamlined though expanded compendium that provides descriptive information about a wider range of programs currently included in

the system but that does not provide data on program effectiveness or cost-effectiveness;

- Conducting special studies to meet emerging evaluation needs on an ad hoc basis; and

- Preparing an annual report summarizing the results of the five types of analytic activity listed above.

Under such a system, the responsibility for conducting evaluations would be shared by the central coordinating body and the workforce preparation agencies. Building and improving on New York's current system, it would begin to provide the executive and legislative leadership of the state with the kinds of data they need to make hard decisions on allocating funds and creating programs.

Contact: David Gillette, Executive Director, New York Job Training Partnership Council, (518) 474-6014.

**Restructuring Education and Training Programs in Oregon**

Governor Barbara Roberts embraced workforce development as one of the priorities of her administration when she took office in 1991. On July 25, 1991, she signed into law three complementary bills that comprehensively restructure the state's education and training programs.

House Bill 3565, the Educational Act for the 21st Century, will reform Oregon's school system. Provisions include fully funding Head Start programs by 1998; requiring a certificate of initial mastery for all students by the completion of tenth grade and a certificate of advanced mastery after the twelfth grade at an internationally competitive level; creating second-chance learning centers for dropouts up to age twenty-one to help them achieve the certificate of initial mastery; establishing a longer school year; and instituting other reforms addressing curriculum, assessment of student performance, and parental involvement.

**Workforce Quality Council**

House Bill 3133 creates the Oregon Workforce Quality Council and House Bill 3474 provides $8 million in lottery revenues to promote targeted education and job training for Oregon students and workers. The council brings together private sector representatives and key state agency decisionmakers to create policies resulting in an integrated delivery system that connects clients, resources, and providers of education training and job placement.

Establishment of the council was the culmination of six years of work by Oregon policymakers to develop a workforce strategy. As early as 1984 the legislature held hearings on how to achieve a better coordinated education and workforce strategy in the state. Intermediate steps included creation of a board made up of state agency representatives to coordinate state employment and training programs in 1987, passage of Oregon Workforce 2000 legislation targeting lottery funds for job training, establishment of the Oregon Progress Board to develop benchmarks and measure state progress against them, and release of the report *Oregon Shines: An Economic Strategy for the Pacific Century* in 1989.

The Workforce Quality Council assumes a number of responsibilities:

- It is charged with overseeing school reforms that include higher performance standards, required demonstration of mastery by all students, and alternative learning centers to ensure that no child fails.

- It has responsibility for professional and technical education reform involving apprenticeship programs and community college technical certificates and degrees.

- It reviews the budgets and the annual operating plans for programs funded by the Job Training Partnership Act; employment services funded by the Wagner-Peyser Act; displaced worker programs; professional and technical education programs funded by the Carl Perkins Act; apprenticeship,

"We expect federal programs and dollars to complement—not drive—our state strategy for improving the quality of our workforce."

Barbara Roberts
Governor of Oregon

corrections, and veterans training programs; adult basic education programs; and secondary education, community college, and vocational rehabilitation programs.

- It is charged with developing business, labor, and education partnerships, including efforts to involve employers in designing and providing training programs and secondary and postsecondary professional and technical education.

- It is responsible for coordinating and centralizing education and training programs and employment services at both the state and local levels.

The council's subcommittees assume the duties of the State Job Training Coordinating Council and the Oregon Occupational Information Coordinating Committee. Those not appointed to subcommittees serve as overlapping members of the State Apprenticeship and Training Council and the State Advisory Council for Career and Vocational Education.

Fifteen regional workforce quality committees advise the council on regional and local workforce development needs, prepare regional plans for reaching Oregon's benchmarks, and establish service delivery agreements among providers to coordinate training, education, and job placement services. The regional bodies include local elected officials and representatives from business and labor, JTPA providers, private industry councils, community colleges, school districts, community action programs, the Employment Division, and the Adult and Family Services Division.

**Advice for Other States.** The council has a small, independent staff whose members are essential to maintaining neutrality and perspective. However, much of the council's work is done using cross-functional teams made up of staff from all the workforce and education agencies. Employees from these agencies have been trained in total quality management, and through this training they have developed a common vision for future workforce development in Oregon. Buy-in is significant at all levels in the agencies involved. Other states might consider using a similar strategy to create a new organizational culture in the state, one in which state and local employees are encouraged to think about the impact of their decisions on other agencies and to act collaboratively.

Other states might also consider housing their reform initiative outside of an existing structure. For example, in Oregon the council was placed in the Governor's office rather than within a particular agency. The role of the Governor and the Governor's staff is critical to obtaining a high level of agency commitment.

Buy-in is equally important at the local level. If the state had elected to expand the role of private industry councils rather than to create regional bodies, the schools and community colleges would have resisted involvement in the initiative.

Contact: Marilynne Keyser, Senior Policy Advisor on Workforce Development and Education, Office of the Governor, State of Oregon, (503) 378-2068.

**Integrated Planning**

The Workforce Quality Council has embarked on an integrated planning effort to make strategic decisions about the state's financial investments in employment and training. This strategy will result in a coordinated, co-signed, and integrated planning document for each region in the state that will be used to prepare state-level plans for both state and federal resources.

Currently, plans developed for the five major federal programs—Carl Perkins, Wagner-Peyser, JTPA, JOBS, and Adult Basic Education—are prepared separately and reviewed by the council. The first step toward integrated planning was undertaken in 1992 when these five programs submitted separate plans to each of the federal funding sources with a common cover letter, overview statement, and list of assurances.

A pilot effort to test the viability of integrated planning is being implemented by three workforce quality regional committees. These regions are developing integrated plans in conjunction with the five state-level programs described above. The integrated plans will include a jointly developed description of the regional labor market, a description of the role of all advisory groups the agency works with, and a service matrix that identifies which of the ten major service categories (and many subcategories) each agency provides. The experience from the pilot regions will help the council design a statewide process for implementation in 1993-94 and develop strategies to remove statutory and regulatory barriers to coordination and integration through waivers or other mechanisms. A long-term goal is to expand integrated planning from the five federal sources to integration of all workforce-related state and local resources across all fifteen Oregon workforce quality regions.

**Advice for Other States.** Oregon advises other states to involve local partners in designing the process. The state also recommends getting agreement on common definitions for services being provided. In addition, states should start small and build incrementally. They should limit the scope of integration to an identifiable base of resources so that some results are evident, and then expand the process to include all federal, state, and local dollars.

Contact: Marilyn Johnston, Administrator, Oregon Workforce Quality Council, (503) 378-3921.

**Shared Information**

A study team composed of representatives from ten workforce development agencies was appointed by the Workforce Quality Council to address the feasability of sharing data across agency lines in order to evaluate the effectiveness of state and local programs. The purpose of the study was to identify and prioritize strategies for the electronic sharing of information among agencies.

The study team concluded that a shared information system (SIS) is feasible and recommended a pilot project involving five agencies to test its implementation during 1992-93. Separate work groups will focus on evaluation methodology and performance measures, common definitions, training, and data administration and information system infrastructure issues for the five agencies. Another issue that will be examined during this phase is improving the ability to query, send, and receive data among agencies. As this work progresses, the attorney general will be asked for an opinion on data confidentiality, and statutory changes may be recommended.

The cost of implementing the SIS is expected to be offset by tangible benefits (such as real dollars saved through reduction of duplication) and intangible benefits (such as redirected time).

The new system will build upon three existing projects to share data among workforce development agencies. An interagency database (IADB) for seven agencies—Adult and Family Services Division, Children's Services Division, Job Training Partnership Act, Senior and Disabled Services Division, Vocational Rehabilitation Division, Workers' Compensation Division, and Employment Division—was designed in 1990 to provide an unduplicated count of clients served. A second project is the Oregon Automated Follow-up System (OAFS) that tracks the quarterly employment patterns and earnings of former students/clients over time by matching social security numbers with unemployment insurance wage files. A third project that is underway—the Oregon Dislocated Workers Information System (ODWIS)—will provide information on demographics, program activities, and planned costs by client for related activities.

The IADB contains "stationary" information, and OAFS generates ongoing data on continuing activity such as employment. ODWIS will be unique because the client record will identify all agencies that are involved in serving each client, the provider of the service, and the funder of the service. The new SIS will integrate IADB comprehensive agency and service data and OAFS client outcome information

"Our ability to invest our tax dollars wisely is hampered by the lack of accurate information about the outcomes realized for those citizens we educate and train."

Barbara Roberts
Governor of Oregon

to provide immediate information for planning, evaluation, and performance measurement. A long-range goal will be the addition of on-line case management capabilities similar to that of ODWIS.

The study team also will determine the common and customized data definitions and elements that agencies must use to make it possible to analyze information on services across agencies and evaluate the relative cost-effectiveness of programs.

A second phase is planned for the 1993-95 biennium, when the SIS study team will be expanded to include all workforce development agencies. The third phase of the project will begin in 1995 and focus on enhancing the information available to line staff to improve the delivery of client services. By the end of the decade, the study team foresees the implementation of pilot projects to facilitate the eventual development of SIS into an on-line, interactive system providing immediate case management and long-range evaluation capabilities.

**Advice for Other States.** It is too early to know whether the shared information system will be a success. While much enthusiasm and optimism exists about the potential of the project within Oregon, other states might profit from observing its success in the short and long run.

Thus far, Oregon policymakers have found that it is crucial to gain and maintain support from policymakers, senior managers, planners, and other potential users of the information system. The existence of the Workforce Quality Council and the legislative mandates that created this body were very important in mobilizing the agencies to buy in to the system.

Contact: John Westine, Staff, Office of Educational Policy and Planning, (503) 378-3921.

**Integrating Services for Welfare Recipients in Pennsylvania**

**Single Point of Contact Program**

Pennsylvania's four-year-old Single Point of Contact (SPOC) program is structured to bring services to clients, rather than expecting them to untangle the maze of employment and training services on their own. A basic tenet of the statewide SPOC is local ownership, coordination, and control. JTPA service delivery areas (SDAs) are colocated with Job Service staff at the county assistance office (CAO) so that clients can access the full range of SPOC services on site and can be motivated to take advantage of the resources available. At the state level, the program is operated by the Joint Jobs Initiative, which is composed of representatives of the departments of Public Welfare, Labor and Industry, and Education.

The SPOC program also offers intensified case management and specially designed remediation and support services targeted to welfare clients with serious barriers to employment. The goal is to move away from training that requires a high school diploma or General Educational Development (GED) certificate as a prerequisite and that is structured like a traditional high school class. (A detailed discussion of Pennsylvania's initiative to improve the delivery of literacy services is contained in a later section of this report.)

State guidelines are flexible to encourage local operators to adapt the SPOC model to meet their local needs. Since each area is permitted to place its own mark on the SPOC program locally, program components and processes vary somewhat throughout the state. However, program goals have been established in the areas of costs per enrollment and placement, entered employment rates, hourly wages, and medical benefits. Within each of the SDAs, a local management committee (LMC)—which is composed of representatives from the SDA, CAO, Job Service, and local educational agencies—meets monthly to discuss the direction of the program, policy issues, types of training, and other management issues.

Each year the LMC prepares a plan that outlines the coming year's proposed services. The joint approval of that plan by the LMC provides the opportunity to resolve program design issues up front and offers a forum for the development and ownership of training programs most suited to clients' needs.

The SPOC program design also requires the establishment of direct services teams made up of representatives of the SDA, Job Service, and CAO. Generally, the SDA representative on the team is responsible for primary case management and for arranging client training. The Job Service representative contributes knowledge of the local labor market to ensure that the client's job training goal has a realistic chance of resulting in employment. He or she also plays a key role in job placement efforts at the conclusion of the client's training activities. The CAO staff person takes the lead in recruitment efforts and eligibility determination and is responsible for support services payments available through the welfare system. Together, the three agencies' representatives meet with clients interested in enrolling in SPOC and participate in the development of the employment plan.

SPOC is funded through the Family Support Act, Job Training Partnership Act, and Wagner-Peyser Act. State funds from a variety of agencies are used as a match to leverage additional federal welfare dollars. These include agencies operating programs for pregnant and parenting youth, feeder programs designed to fill gaps in services supported through the Progressive Readiness for Employment Programs (PREP), and customized job training programs.

**Advice for Other States.** Colocation of services is facilitated by ensuring that agencies feel a sense of ownership of the program. While certain basic components are vital to the success of any employment and training program for welfare recipients, state guidelines should not be so restrictive as to preclude local flexibility in program design. When performance meets the goals established by the state and overall guidelines are followed, programs should be allowed to make adjustments according to their own circumstances.

The problems inherent in colocation of staff can be mitigated through the establishment of local management committees or their equivalent. LMCs that believe they have a real influence over the program will be committed to solving the coordination issues that result from colocation of staff.

Contact: Ruth Ann Van Dyke, Director, Division of Program Implementation, Pennsylvania Department of Public Welfare, (717) 787-1302.

**Coordinating Lifelong Learning in Wisconsin**

A rare coalition of policymakers, educators, and business and labor leaders has been working together to implement reforms to improve the quality of Wisconsin's workforce. Through the efforts of Governor Tommy G. Thompson, the superintendent of public instruction, the state's major education associations, and key legislators, Wisconsin recently enacted legislation that sets the state on an ambitious path toward systemic education reform and realization of the national education goals. Included in this legislation are initiatives to implement statewide education goals and a comprehensive performance-based student assessment system, to expand educational alternatives at the secondary and postsecondary levels, to institute site-based management, and to develop a statewide uniform student transcript.

These initiatives follow the recommendations of various national reports and state commissions that focused on different strategies for keeping the state's industries competitive and providing its citizens with rewarding, high-wage jobs. The recommendations include those of the 1990 Commission on Schools for the 21st Century, which was charged with identifying a new design for education in Wisconsin, the 1991 Task Force on Implementing Occupational Options for Youth, and the 1991 Governor's Commission on a Quality Workforce.

"If we are to realize true and lasting improvement in our education system and in the quality of our workforce, success will depend upon educators, leaders of government and industry, parents, and community leaders working together to achieve the national education goals."

Tommy G. Thompson
Governor of Wisconsin

The Commission on a Quality Workforce had recommended that more Wisconsin employers adopt new technology and new methods of organizing work and that technical colleges support this effort by facilitating employer leadership and participation in worker training. It also recommended that colleges upgrade their occupational education programs to meet the growing needs of employers to reskill the existing workforce and improve access to training.

Wisconsin's lifelong learning and workforce training strategies are coordinated by the Executive Cabinet for a Quality Workforce, which was established by an executive order signed by Governor Thompson on September 3, 1991. It is composed of state agency heads and state leaders in education, business, and labor. The Executive Cabinet fosters close cooperation among government, educators, business, and labor, and allows for a coordinated, comprehensive approach to the state's workforce training needs.

The Executive Cabinet has proved to be an effective way to coordinate the efforts of several state and local government agencies, educators, business, and labor. By the end of its first year, the cabinet will have established youth apprenticeship programs for the printing and metalworking industries, charted a plan for revamping counseling services to guide students in selecting future education and career pathways, and developed initiatives for the special workforce needs of the Milwaukee area.

Contact: Richard Berg, Special Assistant to the Executive Cabinet for a Quality Workforce, Wisconsin Department of Administration, (608) 264-6181.

# New Pathways for Career Development

States on the Action Team on Lifelong Learning have begun to restructure their education and training systems to better prepare all youth for lifelong learning in the workplace and higher education. They are implementing strategies to better facilitate young people's transition from school to work and further education and to guide them in exploring options and making informed choices regarding employment and education.

The states have hinged their reform efforts on establishing world-class standards of competence that all students must achieve at different stages in their educational development. A number of states are developing multidisciplinary and performance-based assessment requirements, which most students would achieve at age sixteen, leading to some form of certificate of initial mastery or workforce readiness.

These assessments serve as "gateways" to an expanded set of instructional options for high school students. The learning options span academic and vocational instruction and build bridges between secondary and postsecondary education. They rely on collaboration with the private sector to develop standards, assessment and certification processes, and curricula to meet specified standards. They also rely on employers opening up their workplaces as learning sites. At the most generic level:

- Such programs must include related classroom instruction and workplace experience for the learners.
- Instructors must have the opportunity to oversee a student's performance in the workplace.
- The curriculum must be proficiency-based, transferring academic, employability, and technical skills.
- Student proficiencies must be certified against specified standards upon completion of the program.

Youth apprenticeship and technical preparation (tech prep) programs are the most prevalent options states are considering. Youth apprenticeship is a structured and sequenced program of competency-based classroom and work-based instruction in applied academic and technical knowledge and skills.

On-the-job training in a skilled occupational field is provided by a skilled mentor. Program graduates receive a certificate of academic and occupational proficiency and a high school diploma. Tech prep programs also reflect a rigorous and focused course of study that better prepares students for further education or employment. Tech prep involves a sequenced four-year program with two years at the secondary level and two years at the postsecondary level, leading to dual credit at both educational levels. Like youth apprenticeship, tech prep programs are performance-based and integrate instruction in academic and technical fields.

As in other areas of reform, states often have encountered complacency and resistance to change. Students, parents, employers, and the public must become convinced that participation in the new paths for career development will result in tangible benefits. Encouraging school guidance counselors to work with noncollege-bound youth is one effective strategy. Deep-seated negative notions regarding the lack of rigor and relevance of vocational programs to the demands of the economy must be overcome. In addition, states will have to promote the expansion of "articulation" agreements among the various education levels to ensure both smooth transitions for students and the cooperative development of workplace-based programs such as youth apprenticeship and tech prep. Finally, the current mismatch between the exit requirements for high school graduation and entry requirements for postsecondary education and employment must be eliminated.

"We have to begin valuing effort over natural ability. If we don't have good jobs available for hardworking young people, our efforts at improving educational outcomes will be for naught."

Carl A. Weigell
Chairman of the Board of Motor Castings Company

**Strengthening Youths' Preparation for Work and Postsecondary Education in Indiana**

**Essential Skills Assessment**

Under Indiana's new workforce development legislation, the State Standards Task Force, composed of representatives from business, labor, and education, must study and make recommendations to the state board of education by July 1, 1993, on essential skills standards and the assessment instruments administered in grades four, eight, and ten. Beginning with the 1994-95 school year, the assessment programs will be implemented statewide. They will consist of the state test, a student portfolio, teacher evaluation of classroom performance and essential skills, and an optional local student diagnostic assessment. Maintenance of the student portfolio will be mandatory, and the Department of Education must develop guidelines on the appropriate contents of the portfolio.

The test at the tenth grade is referred to as the gateway assessment program. The gateway assessment, or in special cases an alternative assessment, will be required for graduation from public schools. Adult learners also will be entitled to take the gateway exam and receive a gateway certificate of achievement that demonstrates their competency in essential skills.

Pilot tests of models for the proposed examinations will be conducted with secondary school students, postsecondary students, and adults in job training programs, focusing initially on integrated content areas, mathematics, literature, and workplace literacy. The models will include standardized, norm-referenced multiple-choice tests and performance-based, criterion-referenced assessments.

Upon passage of the gateway examination, students will be required to work with counselors and parents to develop a career plan that will indicate their interests and skills and reflects the fact that students learn in different ways. Based on this plan, students will choose either a technical preparation (tech prep) or college preparation curriculum. Both curricula will ensure that after twelve years, all students will be ready for both work and further schooling. Both will provide a student with at least the credits and courses necessary to gain admittance to a state college. A student's career plan may be modified along the way, and a student is not prohibited from taking courses from the curriculum not chosen.

If the student does not pass the gateway or alternative test, the student's principal and teachers in consultation with his or her parents must develop an essential skills improvement plan. Under the improvement plan the student is entitled to additional retesting opportunities at appropriate intervals. Subject to state funding, the student may receive essential skills remediation services. Such services may include participation in a work-study program, a particular course, or an alternative program of instruction. State Board of Education approval of the alternative program entitles the local school corporation to receive an added weight in the funding formula and waivers of certain board rules and statutes that may interfere with the administration of the alternative program.

The legislation also calls for the coordination of secondary and postsecondary vocational and technical programs and the development of thirty credit hours of postsecondary education that will easily transfer to Indiana's higher education institutions. Such coordination will make it easier for all students to enter higher education.

**Certificates of Technical Achievement**

The essential skills assessments will be complemented with a system of standards and assessment instruments for certificates of technical achievement at the postsecondary levels. The certificates will provide opportunities for learners of all ages to demonstrate knowledge and skills in particular and identifiable academic and technical areas. They can be used by job applicants as indicators of ability for potential employment. Beginning with the 1994-95 school year, certificates of achievement will be available statewide in academic and technical fields at the secondary level.

A local school corporation is not required to provide opportunities to acquire a certificate of achievement in areas for which it does not provide a program, and unless its governing body decides otherwise, certificate passage is not a condition of graduation. A state college or university may elect to provide postsecondary credit to a secondary level student for receipt of a particular certificate of achievement.

Contact: Gael Deppert, Director of Planning and Reports, Indiana Commission on Vocational and Technical Education, (317) 233-4268.

**Workplace Learning Pilot Projects and Tech Prep Curriculum**

In 1990 Governor Evan Bayh signed into law P.L. 51, creating workplace learning pilot projects and strengthening the technical preparation curriculum that was piloted through earlier efforts. The pilot projects will develop a wider range of learning options for youth. They also will develop work-based learning programs involving a secondary or postsecondary vocational and technical institution in partnership with business, industry, and labor. The curriculum developed will be based on industry-established standards that combine school-based and work-based learning and include regular performance assessments leading to industry-recognized certification. Student competence at required levels must be certified upon completion of the program with the student's proficiencies guaranteed for one year.

Five workplace learning pilot projects were initiated the first year to allow local flexibility in developing models or model components for dissemination throughout the state. Currently in their second year, the sites are focused on pre-apprenticeship, apprenticeship, industrial mentorships, and industry-specific technical skill development.

The tech prep pilot sites begun in 1987 have completed their work and now serve as demonstrations. The rest of the schools in the state are implementing planning grants to achieve delivery of the curriculum by the 1994-95 school year. The implementation guidelines direct local tech prep programs to:

- Target students in a general, unfocused high school program of studies such as general education.
- Provide an opportunity for students to acquire the basic skills needed for admission to a postsecondary education program and have sufficient knowledge and skills in a field of work to qualify for an entry-level position.
- Actively involve local business, industry, and labor in the planning, delivery, and evaluation of the curriculum.
- Include articulation agreements between secondary and postsecondary institutions that may provide for advanced placement and dual credit.
- Incorporate a staff development process, including teachers, administrators, and counselors.

Contacts: Linda Schoeff, Director of Technical Preparation, Indiana Commission on Vocational and Technical Education, (317) 232-1898, and Steve Barkdull, Director of Special Projects, Indiana Commission on Vocational and Technical Education, (317) 232-1821.

**College Placement and Assessment Center**

The Indiana College Placement and Assessment Center (ICPAC) was created by the state legislature (H.B. 1371) in 1986 to ensure that guidance information was placed directly into the hands of students and their parents to encourage students to go to college. The legislature also asked the center to provide ninth-grade students with a summary of their performance on a statewide testing program, linking their performance to their readiness for college and the center. Initially, the center was charged with developing a database of 5,000 Indiana ninth-grade students and their parents.

"When we talk about education and training, we're talking about the American dream—our standard of living, our place in the world, and our economic success."

Evan Bayh
Governor of Indiana

The mission of the center has been expanded over time. By 1991-92 the center provided fifteen mailings to nearly 260,000 households, representing most Indiana ninth- through twelfth-graders. The center's publications help students plan early for their future following high school, whether they expect to continue their education or begin a career. Publications cover topics such as financial aid opportunities and facts about Indiana postsecondary opportunities and future careers. Special materials target learning-disabled, handicapped, minority, and female students.

The center has taken on other responsibilities. ICPAC is a major participant in College Goal Sunday, a financial aid awareness campaign supported by the Lilly Endowment. It has developed a toll-free hotline that averages 2,500 calls per month about financial aid, degree programs, and other college and career-related issues. The center also will help implement Indiana's new 21st Century Scholars program described earlier. Finally, in response to anticipated changes in the state's assessment system, ICPAC is exploring other assessments of postsecondary preparedness.

As a result of the center's efforts, applications for financial aid have increased by 50 percent for first-time filers. High school students have much more information about and access to postsecondary and career opportunities.

The college participation rate is growing, even for eighteen-year-olds. The technical colleges also have experienced unprecedented growth.

**Challenges in Implementation.** Initially, there was resistance from high school guidance counselors, who feared that the new service would replace or preempt their work. Their fears were quickly allayed. The center learned the importance of gaining the support of education groups and professionals, including admissions officers, financial aid officers, counselors, principals, and school superintendents. Another early concern was voiced by independent colleges and universities. They feared that the mission of the center would favor public institutions. This has not been the case.

**Advice for Other States.** An outreach center must build relationships with all postsecondary sectors and play an impartial role in imparting information to high school students. Locating the center outside of state government—in this case on the University of Indiana campus—has been useful. Legislators have been active supporters of the center, since ICPAC's strong customer orientation makes it easier for them to serve their constituents.

Indiana postsecondary officials have discovered much potential for student development in the state. College and vocational school enrollments are increasing at the same time the eighteen- to twenty-four-year-old age group constitutes a decreasing proportion of the population. The center attributes its success and capability to existing technologies that enable large-scale mailings to target audiences with a relatively small staff.

Contact: Scott Gillie, Director, Indiana College Placement and Assessment Center, (812) 855-8475.

### Creating World-Class Schools in Iowa

#### Student Outcome Standards

For the past two years, Iowa has been exploring the potential for school transformation in order to serve the educational needs of Iowans throughout their lives. The Business Education Roundtable, an advisory committee to the Department of Education, has developed a vision for world-class schools that can develop the workers of tomorrow. Responding to the need to better define what education should produce, Iowa officials are initiating an extensive effort to redefine exactly what student outcomes should be. Workplace competence is one of the outcomes to be measured.

A twenty-four-member steering committee, appointed by the State Board of Education and including business, education, and labor represen-

tatives, legislators, and community members, will oversee this process. It will receive and coordinate recommendations from three task forces that will identify desired student outcomes in the following areas:

- ***Core Content.*** Addresses mathematics, science, communicative arts, foreign language, the arts, comprehensive health, humanities, and social science, including thinking skills and problem-solving skills within each content area.

- ***Integrated Reasoning and Lifelong Learning.*** Addresses the ability to apply reasoning and insight to complex issues, drawing knowledge and information from the core content. This includes communication, effective use of technology and information, proficiency in working to solve problems whether alone or in teams, understanding oneself and others, comprehending pluralism, and international understanding.

- ***Attitudes and Dispositions.*** Addresses participation and engagement with learning, attitudes and dispositions about life and learning such as honesty, tolerance for diversity, a sense of community, self-directedness, responsibility, and commitment to craft.

The steering committee will receive and approve draft outcomes, implement an outreach plan, receive input from numerous committees and communities across the state, and develop its final recommendations to the State Board of Education. After state outcomes and indicators are developed, local school systems will be expected to develop their own local standards for what graduates are expected to know.

**Challenges in Implementation.** Members of the steering committee represent a range of attitudes, with some favoring and some opposing creation of the new standards. Some on the committee fear a top-down approach and anticipate that the effort might result in a mandate for a state testing system. (Iowa is one of the few states without a mandate to assess at the state level.) Others have voiced concern that the process is on an unrealistic timeline, and in response, the Department of Education is keeping the timeline flexible.

Contact: Sue Donielson, Administrator, Division of Instructional Services, Iowa Department of Education, (515) 281-3575.

**School-to-Work Programs**

Despite initiatives to improve student preparation for employment, Iowa had not applied its resources toward stimulating and implementing unique programs for secondary students that would lead directly to quality employment upon high school completion. Recognizing that meeting the workplace preparation needs of students who do not immediately go on to college or who do not complete degrees cannot be the domain of education alone, the Iowa Department of Education sponsored a conference with Region VII of the U.S. Department of Labor in January 1989. The conference, titled "The Forgotten Half" after the W.T. Grant Foundation report, was designed for the business, JTPA, employment services, human service, and education communities. It has been followed by other initiatives in Iowa to collaboratively address workplace preparation needs.

Both the public and private sectors have invested much time and effort in planning Iowa's youth apprenticeship system. In August 1991 Iowa received a youth apprenticeship planning grant from the Council of Chief State School Officers. With the guidance of the Youth Apprenticeship Task Force, the planning grant was used to:

- Develop consensus among key partners in education, business, labor, and government that youth apprenticeship and school-to-work programs are viable approaches to meeting the need for a more productive workforce;

- Identify laws, rules, or policies that stimulate or impede the development of such programs, and propose recommendations for new legislation;

"Our future workforce must be prepared to face new challenges and to compete in a global environment. To succeed, the focus of our schools must be on student outcomes."

Terry E. Branstad
Governor of Iowa

- Identify models of youth apprenticeship that could be successful in Iowa;
- Review other state agency initiatives to identify how to better accomplish innovative change regarding school-to-work programs for youth; and
- Identify—through collaborative discussions—ways to meet the needs of employers and labor organizations through youth apprenticeship programs.

As a result of the planning activities, the state has targeted health occupations for initial development of youth apprenticeship positions. While the planning grant resulted in a growing awareness of the concept of youth apprenticeship, those involved concluded that more work must be done to build support among students, parents, and the business, education, and labor communities. Although legislation has yet to be introduced in the state legislature, the House and Senate have identified youth apprenticeship as a high priority.

In April 1992 Iowa was selected by the U.S. Department of Labor to receive a one-year, $200,000 partnership grant to support development of statewide systems of youth apprenticeship. In addition, Iowa is interested in using the tech prep model as another vehicle to move the apprenticeship concept forward.

In 1992 the state legislature passed S.F. 2287, authorizing the Workstart program, which is designed to encourage schools to build school-to-work programs. While not called youth apprenticeship, the initiative allows students to participate in work-based learning with a special emphasis on those who are not planning to pursue four-year degrees. This legislation, which must be implemented by 1993, will provide a vehicle for developing rules and regulations to promote and strengthen youth apprenticeship and other similar programs.

The act also provides schools with alternative ways of meeting the requirements of the new vocational education standards. These standards, which went into effect July 1, 1992, were legislated in 1989 as S.F. 449 to strengthen the quality of vocational education programs offered in Iowa and provide greater opportunities for students to develop competencies in occupational areas. A critical factor in implementing the standards is the requirement that credit arrangements be negotiated between secondary and postsecondary vocational education programs, including registered apprenticeship programs.

**Challenges in Implementation.** If youth apprenticeship programs are going to provide high school students with the opportunity both to enter the workplace upon graduation and to pursue further education, then secondary schools, postsecondary institutions, and apprenticeship programs must develop similar well-defined articulation agreements showing students how what they learn in high school can lead to further education and career advancement.

In addition, education agencies will have to be provided with incentives to help them advance the agenda of youth apprenticeship. Such incentives may be in the form of technical assistance or mini-grants to support local program development.

Finally, Iowa intends to involve all of the relevant stakeholders in planning its approach to teacher training, guidance and counseling, industry standards, assessment, and articulation. This is because the state believes that if the new system is to take hold, ownership for it must be shared among its many constituencies. Building consensus and thorough planning take time but are critical in achieving the kind of systemic change desired.

Contact: Joann Horton, Administrator, Division of Community Colleges, Iowa Department of Education, (515) 281-8260.

**Reforming the Technical Education System in Kentucky**

As the workplace becomes more technologically advanced, it is mandatory that secondary and postsecondary technical students develop the skills required to compete in a dynamic job market. A number of state initiatives have focused on developing ways to achieve the goals and objectives of the Kentucky Education Reform Act of 1990. These include ensuring the smooth transition of students from secondary to postsecondary institutions, developing applied learning strategies through the integration of academic and technical teaching techniques, and working out the relationship between the state's tech prep curriculum and the precollege curriculum. This requires education that meets the standards and expectations of the Department of Education, the Department of Adult and Technical Education, the community college system, and the Council on Higher Education. The work of an interagency task force will result in the development of an effective continuum of services promoting lifelong learning.

Contact: Beth Brinly, Principal Assistant, Kentucky Workforce Development Cabinet, (502) 564-6606.

**Technical Education Guarantee**
In February 1992 the Kentucky Tech system began offering guarantees to employers that graduates of its diploma-level programs are competent in the skills for which they have been trained. All guaranteed programs in the state's seventeen postsecondary vocational-technical centers and five health occupations centers have standard task lists of industry-validated skills that each student must master in order to pass an exit exam and be granted a diploma. The guarantee, which extends for two years from the date of graduation, applies to graduates who are employed in their field of training. If an employer considers a former student to be performing below a satisfactory level, the Tech system will provide specific training at any school within the system at no charge to the employee or employer. The guarantee does not cover retraining to learn how to apply the designated skills to specific equipment or software, nor does it include worker attitudes and interpersonal skills.

Contact: Gary Werenskjold, Commissioner, Kentucky Department of Adult and Technical Education, Workforce Development Cabinet, (502) 564-4286.

**Career Connections Assessment Centers**
Career connections assessment centers have been established within the commonwealth's fourteen vocational-technical schools. These centers provide comprehensive assessment services to individuals entering vocational-technical programs and to business, industry, and other educational entities. Services are provided in five areas:

- Kentucky Tech entrance battery—assessing individual aptitudes and interests;
- Specialized assessment—assessing learning styles, work attitudes, general learning ability, and temperament;
- Customized assessment—assisting businesses in employee selection or development;
- Orientation/exploration assessment—assessing the interests and aptitudes of students in grades eight through eleven and of persons interested in career development; and
- Employment assistance—assisting students and alumni in acquiring a job. This component produces an assessment profile that includes possible career choices with the duties and tasks of each option identified.

Contact: Gary Werenskjold, Commissioner, Kentucky Department of Adult and Technical Education, Workforce Development Cabinet, (502) 564-4286.

"Workforce training and retraining solidifies the partnership between government and the private sector that is so crucial to ensuring our future success in the global economy. Economic incentives to attract business and industry simply will not work without the competitive edge that a skilled workforce provides."

Brereton C. Jones
Governor of Kentucky

**Using Technology to Enhance Lifelong Learning in Massachusetts**

MASS ED ONLINE is the commonwealth's long-term commitment to expanded lifelong learning opportunities through educational technology and statewide telecommunications facilities. This initiative recognizes that equitable access to technology depends on strong central management and state-level coordination. One major goal, therefore, is an in-depth state plan for developing the technology and its operational procedures. The plan envisions:

- Every school developing its own educational technology plan and having access to up-to-date instructional technology;
- A broad-band, multi-media, electronic "highway system" to support distance learning, computer networking, and access to resources, and to promote educational choice;
- Interdisciplinary learning in library media programs and other learning support resources;
- Community access for nontraditional users such as parents, dislocated workers, and new Americans; and
- Full support for teacher training, professional development, and technical assistance in the use of the technology.

The initiative is an outgrowth of an advisory council convened by the secretary of education in October 1991 to recommend strategies for statewide educational technology development.

Contact: Piedad F. Robertson, Secretary of Education, and Winniphred A. Stone, Deputy Assistant, Massachusetts Executive Office of Education, (617) 727-1313, ext. 202.

**Preparing Youth for Lifelong Learning in New Jersey**

New Jersey's Unified State Plan recommends close linkage of school systems to the demands of the evolving labor market, offering students and workers a range of occupational education choices that will ensure them good jobs at good wages. The state's efforts along these lines include the following.

**Comprehensive Career Development Programs**
A comprehensive career development program will be fully integrated into the school curriculum beginning at the elementary level. It will be a broad-based course of study designed to overcome the traditional "vocational" and "academic" distinction. Graduates of both the vocational system and the academic path must be competent in skills such as critical thinking, effective communication, and appropriate knowledge applications, and in experiential and applied learning.

Key to the success of this new curriculum is the integration of a work experience component. Cooperative education, job shadowing and tryout, summer employment opportunities, and community service will be expanded for all students, with a special emphasis on the needs and interests of young women. This latter point is especially important because of the increase in the number of women and the prominence of two-income families in the labor market.

The business and industrial community will be brought into the curriculum planning process to bring work experience efforts closer to the labor market. This will broaden the perspective of students. Ultimately, such a curriculum will ease the transition from school to work.

**Two + Two Tech Prep Associate Degree Programs**
The goal of school-to-school transitions is to establish collaborative arrangements between secondary and postsecondary institutions through workforce readiness-oriented curricula.

In addition to traditional tech prep programs that link the secondary and postsecondary levels, occupational education programs that link two- and four-year colleges will be established in collaboration with employers.

Where possible, college credit will be granted to high school students who achieve at a prescribed level. Ultimately, all secondary schools in New Jersey will have articulation agreements with postsecondary schools in a variety of subject areas.

Legislation also is being developed to enhance the oversight of proprietary schools to improve the quality of vocational education provided by for-profit schools in the state.

**Structured Training at the Workplace**

The apprenticeship system, including youth apprenticeship, will be supported and expanded. Recommendations include expanding the registered apprenticeship system into occupational areas that traditionally have not been served in a comprehensive manner. The new training model will be implemented with established goals for the recruitment, training, and retention of female and minority participants. Steps also will be taken to guarantee a retention rate of at least 60 percent in the jobs for which training is received.

Contacts: Stavroula Lambrakopoulos, Director, New Jersey Washington Office, (202) 638-0631, and William A. Tracy, Executive Director, New Jersey State Employment and Training Commission, (609) 633-0605.

**Creating Career Pathways for Youth in New York**

Governor Mario M. Cuomo appointed the Task Force on Creating Career Pathways for New York State Youth in 1991 to recommend ways to improve the school-to-work transition process and to ensure that all youth are well prepared for productive participation in the labor force.

The task force, which was originally proposed by Lieutenant Governor Stan Lundine, is cochaired by the vice chair of the state Job Training Partnership Council (JTPC) and the chair of the Elementary, Middle and Secondary School Committee of the State Board of Regents. The task force includes representatives of business, education, organized labor, and community-based organizations, and state and local agency officials.

The task force set forth the following principles to guide the development of its recommendations.

- World-class standards must be established for what youth must know and be able to do as they enter the workplace or continue their postsecondary education.

- There must be commitment to equity as well as excellence to ensure that all youth, including those in the inner cities, receive the preparation they need for a full and productive life.

- Public schools and colleges, as the primary providers of workforce education, must be restructured to do a better job of helping students learn.

The task force report was issued in June 1992. Among the major recommendations are the following:

- At the secondary school level, all students should work toward earning a career pathways certificate (CPC) that would certify their mastery of academic fundamentals and entry-level workplace skills at a world-class level. The standards for earning a CPC would be the same for all, but those who need special help, such as disabled or limited-English-speaking students, should receive appropriate assistance.

- A high school diploma should be the benchmark following a CPC. It should be awarded for demonstrated mastery beyond the CPC of advanced academics and employability skills at levels that would greatly exceed the standards in the current

"The future of our state and national economies depends on the ability of business and industry to compete in the global marketplace with quality products and services. We must have a well-educated and trained workforce to succeed in world markets."

Mario M. Cuomo
Governor of New York

system. In addition, students should be required to complete a structured work experience along with mastering other competencies related to educational goals such as citizenship, health, foreign language, and physical fitness.

- Young people should have the option of earning nonbaccalaureate professional and technical certificates (PTCs). The certificates would incorporate and build on the standards for a high diploma. In developing courses leading to PTCs, the state should consider models such as youth entrepreneurship programs, youth apprenticeship programs, and tech prep programs that span the last two years of high school and the first two years of community college.

- Throughout the educational process, business and labor must be fully involved in preparing the next generation of workers.

The task force has recommended numerous roles for business and labor, including advising the Board of Regents on standards for work readiness; serving on a Professional and Technical Standards Board; working with schools to structure work readiness requirements; helping workers continue their education; and working in partnership with schools to design and conduct work experiences for secondary school students.

Several other recommendations relate to governance, equity in education funding, incentives to employers to help make the CPC meaningful, skills opportunity centers, and other alternative learning environments for youth and adults to pursue CPC- and PTC-related learning.

The final report, which will be submitted for consideration and approval by the Board of Regents and the Governor, will provide a framework for discussion about the state's collective view of the multiple goals of education, including workforce preparation, training, and productive labor force participation for all youth.

Coordinating the activities of three staffs, scheduling meetings of forty prominent people, and other logistics were complicated and time-consuming. However, the process of building consensus on issues and recommendations was ultimately a fruitful one. It yielded a more centrist set of recommendations than would have likely emerged if it had been guided by any one organization independently.

Contact: David Gillette, Executive Director, New York Job Training Partnership Council, (518) 474-6014.

**Developing Outcome-Based Education in Pennsylvania**

On March 12, 1992, the Pennsylvania State Board of Education approved new regulations to dramatically change how student achievement is measured, shifting requirements from how much time students spend in school to what students are expected to learn. These regulations were developed with intensive public input over a two-year period and endorsed by Governor Robert P. Casey. The goal is to prepare effective citizens and a world-class workforce to ensure Pennsylvania's economic future.

The new regulations eliminate rules dictating how much time students should spend on particular subjects. This will allow local boards of education, administrators, and teachers to use the school day more flexibly to meet student needs.

Shifting from setting minimum standards to setting high expectations for schools and students, the board has proposed learning outcomes in ten areas: communications; mathematics; science and technology; environment and ecology; citizenship and appreciating and understanding others; arts and humanities; career education and work; wellness and fitness; and personal, family, and community living. Hearings on these standards were held throughout the state during the spring and early summer of 1992. The board plans to revise and approve them in September.

The state is developing strategies for assessing how well schools are achieving the student learning outcomes. A statewide system of assessment is being designed to measure student achievement in reading and mathematics in grades five, eight, and eleven, and in writing in grades six and nine. It is expected that the tests will be administered by school districts every three years.

Each school will receive a school profile every three years so that state and local education officials, parents, and communities can judge how well their schools are doing. The profile will contain comparative information on a range of measures, including state and local tests.

Parents and community representatives will help school districts develop six-year strategic plans that will demonstrate how school courses, staff, and fiscal resources are being focused on the achievement of the student learning outcomes. These plans, which will be revised every three years, also will identify local student diagnostic assessments such as teacher-developed tests, achievement tests, student portfolios, and other testing measures tied to the outcomes.

Under the new regulations, vocational programs may be more flexibly designed so that students can achieve both academic success and specific work skills. Under the existing system it is difficult for students interested in vocational education to find the time to enroll, and course requirements almost preclude enrollment. A more flexible approach based on competency will allow students to obtain integrated academic and vocational courses. Also, the flexibility will allow schools to work more creatively with local businesses and other employers.

**Challenges in Implementation.** Seventeen organizations, including the Business Roundtable, Pennsylvania School Boards Association, Pennsylvania State Education Association, and Pennsylvania Congress of Parents and Teachers, have publicly supported the revisions. Despite this strong support, the new regulations have met opposition. One group of citizens raised objections to the proposed outcomes, asserting that they would impose state values on students. Teachers also have concerns that their jobs may be affected, particularly if they teach courses that are no longer mandated. The outcomes-based approach will require new and different ways of thinking about coursework, which will require a reorientation on the part of parents, employers, college admissions officers, and others.

**Advice for Other States.** Building support in every sector is critical to comprehensive restructuring in education. Having the community for an ally has been especially valuable to the state board. Other states should learn from Pennsylvania's experience that it is possible to make major changes in the way local school districts operate. A climate has been created for accomplishing change and restructuring schools. The implementation process will tell the final story.

Contact: Robert E. Feir, Executive Director, Pennsylvania State Board of Education, (717) 787-3787.

### Expanding Opportunities for Youth in Wisconsin

Chief among Wisconsin's education reforms is the introduction of a mandatory tenth-grade gateway assessment. The assessment, which must be implemented by the 1995-96 school year, will allow the comparison of pupil performance among school districts and measure student accomplishment. It will be multidisciplinary and performance-based, incorporating assessment of core competencies such as reading, writing, computation, and science as well as problem-solving, analytical, and critical reasoning skills.

The results of the gateway assessment will help high school students plan future education and training options. For their last two years of high school, students will be able to choose either a college prep, tech prep, or youth apprenticeship program. Apprenticeship programs will involve attendance at a technical college and actual work-based experience. Students entering this program will earn not only a

"By focusing on student outcomes, exactly what we expect our students to know and do will be crystal clear for the first time. Accountability will be tested in the crucible of performance."

Robert P. Casey
Governor of Pennsylvania

high school diploma, but also a youth apprenticeship certificate of competency in a specific technical area. These reforms will expand opportunities for the noncollege-bound and provide Wisconsin employers with the skilled workforce needed to compete in the high-tech world of tomorrow.

Wisconsin Act 39, which provides funding for development of the gateway assessment, also permits high school juniors and seniors to attend an institution of higher education for the purpose of taking one or more courses for either high school or postsecondary credit. Funding is provided to reimburse students from low-income families for transportation costs.

In addition, the act requires each school district in the state to establish a tech prep program in each high school that promotes collaboration between the K-12 system and the vocational technical colleges in the preparation and delivery of tech prep programs. It requires that high school students be given the opportunity to gain advanced standing in vocational-technical college associate degree programs. It also provides for the development of regional tech prep councils to oversee the development and ongoing coordination of tech prep programs locally.

Further, the act creates a youth apprenticeship program in the Wisconsin Department of Industry, Labor, and Human Relations and requires the agency to cooperate with the Department of Public Instruction and the Board of Vocational, Technical, and Adult Education to develop the program and maintain it statewide. A twelve-member advisory council will advise on and assist in the design and development of the program. Local youth apprenticeship programs will be designed by a consortium of local partners, including high schools, technical colleges, employers, labor organizations, the state's apprenticeship agency, parents, and students. The consortium must build on and coordinate with ongoing or developing curricula in the schools that meet district and state high school graduation standards.

Finally, the act revises the education-for-employment standard, requiring all school districts to provide pupils access to an education-for-employment program approved by the state superintendent of public instruction. These programs prepare elementary and secondary students for employment, foster cooperation between business and industry and public schools, and establish a role for public schools in the economic development of Wisconsin communities. They include components such as instruction in basic skills and employability skills, vocational curricula, school-supervised work experience, and career exploration.

In addition, Wisconsin Act 269, enacted on April 29, 1992, calls for a fifteen-member state-level goals council to coordinate the statewide goals discussion process and the development of a state educational vision. The goals council will review proposals generated through local and regional discussions and make recommendations to the legislature on statutory changes related to statewide educational goals by September 1, 1993. The act also establishes eighth- and tenth-grade concept and knowledge exams beginning in the 1992-93 school year, and directs the state superintendent of public instruction to report to the legislature by January 1, 1994, regarding a plan for implementing a student assessment program by 1996-97 that is consistent with the statewide education goals.

Contact: Richard Berg, Special Assistant to the Executive Cabinet for a Quality Workforce, Wisconsin Department of Administration, (608) 264-6181.

### Guaranteeing Quality Training in the Great Lakes Region

The eight states that are members of the Council of Great Lakes Governors are working on a guarantee initiative to ensure the quality of education and workforce development programs in the region

(Illinois, Indiana, Michigan, Minnesota, New York, Ohio, Pennsylvania, and Wisconsin). Once created, the Great Lakes guarantee will award workers with high-quality credentials for many occupations that will be recognized throughout the region. The council has yet to recommend ways to certify individuals' technical-professional knowledge and skills against industry-led technical and professional standards for critical occupations and school-to-career programs such as tech prep, youth apprenticeship, or other work-based learning programs. A typology has been developed of regional school-to-career projects and a regional system for developing and sharing competencies, curricula, teacher training programs, assessment strategies, standards, and credentials for critical occupations. In addition, the network is promoting specialization among states in developing programs in occupations and industries of mutual interest.

The regional Governors' network is in the process of developing partnerships with the printing and metalworking industries to begin developing skill standards for key occupations. The initiative is part of a national effort being led by the U.S. Departments of Education and Labor.

Contact: Jeff McCourt, Economic Policy Director, Council of Great Lakes Governors, (312) 407-0177.

# Workplace Education for Adults

The training and retraining of the nation's workforce is a high priority for states. Since more than three-fourths of those who will be working in the year 2000 are employed today, a concerted effort to upgrade their skills is essential. Improving the productivity of workers is vital for businesses competing in the global economy. America has invested far less in worker education than have other advanced industrial nations. The responsibility for this part of the lifelong learning continuum has been left almost entirely to employers and workers. The action team states have tried to reverse this pattern of underinvestment by providing financial and other incentives to foster job creation, reduce unemployment, and better match workforce skills with workplace demands.

While much of the training for the future workforce and the unemployed is financed by the federal government through grants and loans and direct service programs, most publicly supported education and training for the current workforce is funded by states and localities through institutional support for community colleges and customized job training programs. In such programs, training is provided to new employees as part of a state's business attraction and expansion activities or to current workers as part of a state's modernization and technology diffusion strategies. Some states provide matching funds for workplace-based training that is directly related to firms' productivity enhancement and competitiveness strategies. Although training of new hires predominates, a growing segment of these programs focus on retraining the current workforce. These programs generally are small scale and financed with states' general revenue funds. Several action team states have developed unique approaches to creating dedicated funding sources in order to increase and stabilize the financing of such training.

In addition, states provide workplace and other literacy programs for adults who want to upgrade their basic skills. Research and experience has demonstrated that literacy remediation is more relevant to worker needs if it is provided within the context of actual job requirements or occupational skill training. However, most existing adult basic education and literacy programs are stand-alone programs that are provided prior to the initiation of training and are not related to specific workplace demands. A number of action team states have undertaken initiatives to promote a more contextual approach to the delivery of literacy services.

In trying to make services more accessible to employers and more responsive to their needs, some member states are coordinating the marketing of these programs and developing one-stop shopping approaches. In addition, states on the action team are working with industry representatives to develop industry-based occupational skill standards to serve as the basis for curriculum development, assessment, and certification within the public and private sectors.

The greatest challenge for states is to work closely with business and industry to devise incentives and support structures that will increase employers' strategic investments in making American workers and workplaces more competitive. Limited state training and economic development dollars must be used strategically to complement, not supplant, private sector efforts, and funds must be targeted to those sectors where returns to the economy can best be achieved. Finally, Governors must lead the way in changing employer and employee attitudes about the need for training and workplace modernization.

**Providing Customized Training in Iowa**

Iowa's community college system has developed very strong linkages with the state Department of Economic Development to provide customized training for the state's employers. These programs benefit both the public and private sectors through the business investment in retooling and increased competitiveness in the global market.

The state's fifteen community colleges provide the service delivery system for the Iowa Industrial New Jobs Training Program, Iowa Small Business New

"Learning as a lifetime pursuit is a necessary building block to being competitive in a world economy. The most productive parts of our workforce are able to adapt; they are flexible, they are movable, they allow workers to learn and apply new skills."

John Sculley, Chairman and CEO of Apple Computer, Inc.

Jobs Training Program, and Iowa Retraining Program. As the single service point for businesses, the community colleges perform the following services:

- Market all three programs to employers in their service area;
- Provide consultation on the amount of training funds available;
- Develop training plans to meet individual firms' needs;
- Consult with local taxing bodies on incremental property taxes;
- Assist businesses in developing applications for the Iowa Small Business New Jobs Training and Retraining Programs;
- Approve and sell Iowa Industrial New Jobs Training Program certificates;
- Monitor training and fund expenditures and repayments;
- Make loan repayments to bond holders and the state treasury; and
- Evaluate the effectiveness of programs in their area.

**Iowa Industrial New Jobs Training Program**
The Iowa Industrial New Jobs Training Program was established in 1983 by the general assembly. It provides training services to new employees of businesses that are new, expanding, or relocating from another state to Iowa. Special emphasis is placed on supporting initiatives that will result in high-paying jobs, consistent with the state's strategic economic development plan. Training services are tailored to meet the needs of each business, ranging from adult basic education to highly technical training. Over the years a shift has occurred from predominantly on-the-job training to more classroom training, especially in fields such as statistical process control and management training tied to workplace modernization.

The training program is funded through federally tax-exempt and taxable certificates sold by the community colleges on behalf of a business. The certificates are repaid through the diversion of increased property tax receipts or increased payroll taxes. Bonds are repaid to the state within seven to ten years, with increased tax revenues flowing to the counties after the repayment period. Since 1983, $146 million in bonds have been sold, generating about 46,000 jobs.

The repayment mechanism provides opportunity-based funding where and when the need arises. Funding is available only when a viable project has been identified so resources are not committed prematurely.

Contacts: Jeff Nall, Job Training Administrator, Iowa Department of Economic Development, (515) 242-4779, and JoAnn Callison, Bureau Chief of State Programs, Iowa Department of Economic Development, (515) 242-4784.

**Iowa Retraining Program**
The general assembly established the Iowa Retraining Program in 1989 to:

- Assist businesses in retraining existing employees to meet the skill requirements of a retooling initiative;
- Assist Iowa businesses in establishing new or diversified products;
- Improve Iowa's position in the global market; and
- Increase the skills of the state's workforce to meet the demands of business.

The program provides loans, forgivable loans, or grants of up to $50,000 to Iowa businesses that are retooling and must retrain their existing employees.

These funds are used to reimburse employers for training expenses for basic adult education and job-related instruction, vocational and skill assessment services, and testing and quality management techniques, as well as for training facilities, equipment, materials, and supplies.

Businesses have two years to complete the retraining. A loan is forgiven if a firm successfully completes its program and retrains at least the number of employees it agreed to prior to funding. While most applications are submitted by individual companies, consortia of businesses are encouraged to apply. Funding for multiple businesses that form consortia in order to apply for assistance is available in the form of grants. The demand for this program has greatly exceeded the funds available.

Applications for funding are completed by the community colleges and submitted to the Department of Economic Development for review and approval. Application approval is based on the following considerations:

- Relationship between retooling efforts and retraining needs;
- Feasibility of retraining;
- Relationship between retooling/retraining initiatives and the establishment of new or diversified products or markets;
- New manufacturing or managerial processes created;
- Relationship of retraining to job quality; and
- Financial contribution for training costs at least equal to the funds being requested.

Funds for approved applications are advanced to the community colleges, which reimburse the businesses for their retraining expenditures. Responsibilities and relationships among the department, college, and business during the retraining period are spelled out in a three-party contract, which must be fully negotiated before funds can be released by the state.

The Iowa Small Business New Jobs Training Program was combined with the Iowa Retraining Program on July 1, 1992, to provide a more flexible program that is less confusing to business and streamlines administrative requirements for the community colleges. The Small Business program, targeted to businesses of 500 employees or fewer, has operated from a revolving loan fund consisting of state appropriations and loan repayments.

In fiscal 1993 about $1.3 million will be made available for loans in the combined program—$1 million in state appropriations and $300,000 from repaid loans.

Contacts: Jeff Nall, Job Training Administrator, Iowa Department of Economic Development, (515) 242-4779, and JoAnn Callison, Bureau Chief of State Programs, Iowa Department of Economic Development, (515) 242-4784.

**Encouraging Private Sector Investment in Kentucky**

In the fall of 1991 the Kentucky Workforce Development Cabinet, along with the Kentucky Chamber of Commerce and the Kentucky Educational Foundation, held breakfast meetings throughout the state to bring business and labor leaders together to discuss workforce issues. These meetings obtained information on current and future training and retraining needs of employers, and determined the types of public and private partnerships and implementation strategies needed to address these needs. The Kentucky Tech schools also have advisory committees composed of representatives of business and local economic development agencies who provide advice on technical job training programs. This outreach to business, industry, and labor is vital to ensuring the relevancy of technical training programs and adult education services.

"Our SKILLS 2000 program is designed to familiarize employees with workplace literacy and encourage them to improve their skills as necessary to participate actively in the workplace of the future."

Lloyd E. Reuss
Executive Vice President, New Vehicles and Systems,
General Motors Corporation

The Kentucky Chamber of Commerce worked closely with the cabinet in developing its White Paper 4, "Kentucky . . . Ready for the Next Century." Issued in March 1992, the report calls for business to ensure that all levels of the corporate structure, not just personnel with the most education, receive appropriate training. It recommends that state government provide meaningful incentives for the private sector to invest in workforce training and retraining. The chamber's Project 21 White Paper also challenges the private sector to participate in the development of vocational curriculum and the continuous review of postsecondary curricula and teaching methods to ensure they are of the highest quality. The issues raised by the chamber and its recommendations are on the agenda for the next legislative session to be held in 1994.

**Customized Training**

Kentucky has begun to link its customized training programs with its modernization and technology diffusion activities. The Workforce Development Cabinet has developed a wide array of training options from pre-employment orientation to sophisticated instruction in advanced technical skills. Training can be provided on site or at one of the Kentucky Tech schools.

Customized training in Kentucky is coordinated through industrial development coordinators located in fourteen state vocational-technical regions. They play an important role in maintaining relationships with the business community and in addressing regional training needs.

It is essential that the industrial development coordinators assess the actual needs of the industry before developing the training proposal. This is accomplished through interviews with key industry personnel. After the specific training need is assessed and defined, the next step is locating a qualified instructor. The most technically updated equipment cannot substitute for a top-notch instructor. The industrial development coordinator must maintain a pool of qualified instructors to access customized training programs.

The instructor then works with the industrial development coordinator and the industry representatives to select proper books, audiovisual presentations, equipment for the training program, and time frames for training. This helps the company feel a sense of ownership in the program and reinforces that it is the customer who is making many of the design decisions. Further, involving business in this process reinforces the Kentucky Tech system's flexibility and ability to respond quickly to the training needs of the industry.

Another key element that makes customized training work is understanding and predicting the direction in which business and industry is moving and providing timely training in those areas. Embracing changes in technology and procedures ensures success with training. It is also important that the training offered is cost-effective and up to date. The Kentucky Tech system offers customized training in areas such as maintenance training, multi-skills training, statistical process control, and ergonomics.

In the first year of the cabinet's existence, almost 45,000 employees from 1,420 Kentucky businesses benefited from customized training programs. To facilitate on-site training, two mobile training units were purchased: one is used for robotics, hydraulics, and pneumatics, and the other for basic electricity/electronics, programmable controllers, sequence circuitry, and motor controls. This innovative, on-site training approach is expected to attract new and expanding industry prospects and retain existing industries by providing employee exposure to state-of-the-art equipment, technology, and training techniques.

**Advice for Other States.** Kentucky views the following practices as key to a successful customized training program:

- Recognizing that customized training must be a cooperative endeavor with business and industry;

"With the number of unemployed in our nation exceeding 10 million people, it is vital that our workers be prepared and trained to meet every challenge presented by our economic difficulties. New Jersey's Workforce Development Partnership Act will help offer our residents the means to retrain, to upgrade their skills, and to compete effectively."

Jim Florio
Governor of New Jersey

- Informing industrial development coordinators about recent trends, new programs, and economic development activities in government;
- Establishing a communication network for coordinators;
- Identifying and maintaining a pool of qualified instructors;
- Developing a consistent method of charging business and industry for services; and
- Remembering that business and industry partners are often willing to make investments in the job training delivery system.

In addition, the Governor, in cooperation with the 1992 general assembly, developed and enacted two major pieces of legislation that encourage private sector job creation and retention. Kentucky's new Industrial Revitalization Authority provides incentives for manufacturing companies that are abandoning their manufacturing facility and curtailing employment due to outdated equipment. The other, the Kentucky Jobs Development Act, provides tax credits to services sector companies that want to locate or expand in the state.

Contact: Emil Jezik, Office Head, Office of Development and Industry Relations, Kentucky Workforce Development Cabinet, (502) 564-6606.

**Reducing Unemployment through Job Training in New Jersey**

**Workforce Development Partnership**

New Jersey has enacted the Workforce Development Partnership Act to assist employers in expanding the job skills of the unemployed and in training and upgrading the skills of workers to ensure that jobs remain in the state. This measure amends the state's unemployment insurance law to create a training trust fund. This fund will serve as a permanent source of funding for expanded job training and retraining for the unemployed and those currently employed who are in danger of losing their jobs because of skill obsolescence. This program will:

- Require no new taxes. It will be funded through the reallocation of 1.25 percent of the worker contribution revenue to the unemployment trust fund to support work-related skills enhancement programs at the workplace or in the classroom. The total rate of contributions will not be increased.
- Generate $40 million to $50 million from this reallocation to cover annual program costs. The training trust fund will be managed and invested by the state treasurer.
- Make vouchers available to workers to allow them to upgrade their skills and remain competitive in the workplace. These self-investment grants are for eligible participants collecting or exhausting their unemployment insurance payments. The maximum value of training reimbursement for each individual will be determined by the commissioner of labor based on prevailing training costs and labor market conditions. Additional training costs above this value, if any, will be the responsibility of the trainee. A "letter of consideration" from a potential employer may be used to maximize the possibility of employment after training completion.
- Assist employers in expanding their customized training as part of a long-range business plan to help upgrade the skills of workers and keep their companies competitive. The fund will reimburse actual training costs incurred by employers and training institutions covered under an executed agreement. Employers will submit a business plan and provide matching funds to support the establishment of skills training programs. The required amount of matching funds will be determined by the commissioner of labor. Participating employers also will be required to assist in program development, curriculum content, and other matters related to the training.

- Be administratively housed in the Department of Labor and be administered in cooperation with businesses, organized labor, and the departments of Education, Higher Education, and Commerce and Economic Development.

- Be fully integrated with other federally funded programs—the Job Training Partnership Act (JTPA) and Trade Adjustment Act, among others—thereby achieving economies of scale that will reduce program costs.

- Enhance customized training programs, existing work skill enhancement efforts sponsored by employers and unions, other supplemented public programs like JTPA, and strengthen and expand programs offered by colleges, public vocational schools, public schools, and adult learning centers.

Training will be conducted by training institutions or vendors located in New Jersey that are approved for training purposes by the commissioner of labor. The commissioner may enter into contracts with employers, groups of employers, unions, or training agencies for the provision of training.

The program builds upon the employment, training, and education infrastructure that already exists in New Jersey. The funds made available through this program will supplement but not replace funds available through existing apprenticeship programs and programs conducted by employers and/or other public or private training programs. They will complement federally funded training programs that are focused on the least skilled and most economically disadvantaged. Whenever possible, existing practices, procedures, and administrative functions will be used.

The State Employment and Training Commission will establish the criteria for evaluation of projects funded by this program and report annually to the Governor and the legislature on projects operating during the previous state fiscal year.

The program's training component became effective July 1, 1992. Beginning January 1, 1993, the contributions to the state's unemployment fund will be reduced by 1.25 percent, with that proportion redirected to capitalize the training trust fund. In order to begin the program before contributions are redirected into the fund, $25 million will be borrowed from the Temporary Disability Trust Fund. The entire amount borrowed will be returned over three years with interest.

Beginning January 1, 1995, and for all subsequent calendar years, the balance in the fund as of the previous December 31 will not exceed 1.5 times the amount of contributions deposited for the preceding calendar year. If the balance exceeds this amount, the excess will be deposited into the unemployment insurance trust fund within seven business days of the date the determination is made.

**Interdepartmental Resource Network**

New Jersey also is establishing a network to identify and market programs available to employers, address employers' workforce concerns, and establish an early warning system to identify employers' human resource needs. The interdepartmental resource network is being developed by the state departments of Labor, Commerce and Economic Development, and Higher Education.

Contacts: Stavroula Lambrakopoulos, Director, New Jersey Washington Office, (202) 638-0631, and William A. Tracy, Executive Director, New Jersey State Employment and Training Commission, (609) 633-0605.

**Implementing Skill-Specific Literacy Training in Pennsylvania**

Skill-specific literacy training has been an integral part of Pennsylvania's Single Point of Contact (SPOC) guidelines since the program's inception. However, progress in providing this training had been very limited. In the spring of 1991, the Joint JOBS Initiative Task Force began working with SPOC programs to implement literacy demonstra-

"Traditional literacy programs often fail to meet the needs of welfare recipients because there is little direct connection to training for jobs. We're solving this problem by developing new approaches that directly link literacy and job skills training."

Robert P. Casey
Governor of Pennsylvania

tion projects that increase participant retention in training programs by developing alternative ways in which literacy and basic education can be combined with other activities rather than delivered as stand-alone sequential activities. The task force is composed of representatives from the departments of Public Welfare, Labor and Industry, and Education, which collectively manage SPOC at the state level.

The rationale for integrating literacy instruction with other training components is that people in need of literacy remediation often have dropped out of school. Requiring them to stay for long periods in a classroom setting that concentrates only on remediation often is a demotivating experience that can result in high dropout rates. In contrast, literacy activities that are combined with other training activities, particularly those with a more direct connection to employment, tend to hold participants' interest and usually result in better retention.

The SPOC program model had always required the development of such combined activities. However, JTPA service delivery areas that operate the SPOC program at the local level were encountering resistance from some educational training providers who were reluctant to alter their training curricula and lower their entrance requirements. The initiative therefore was intended to develop capacity in educational agencies and job training providers to provide needed educational services.

Rather than specify the program too closely at the state level, the state asked local SPOC management committees to join in building improved literacy services from the ground up. These committees are composed of representatives of the County Assistance Office, Job Service Office, local education agencies, and JTPA service delivery areas, which administer the program locally. In cooperation with the Department of Education, about $1.4 million from adult education, JOBS, and the state-funded SPOC program was identified. Awards of about $100,000 were made available to the fourteen of the state's twenty-eight SDAs that expressed an interest in participating. The grants support curriculum development and initial program operation.

**Program Design**

The state proposed the following three broadly defined program models from which local management committees (LMCs) could choose to best meet their needs:

- ***Skill-Specific Literacy.*** In this model, LMCs work with local education agencies to choose one or more occupations that are in demand in their area and to develop or modify existing curricula in order to integrate the literacy and basic skills required for those occupations. The curriculum reflects vocabulary and mathematical operations that are required to actually perform the job. A second option within this model allows LMCs to develop skill-specific curricula that do not require entrance tests and allow participants to try out different occupational training areas before requiring them to make a final vocational commitment.

- ***Family Literacy.*** This model provides instruction to parents and their children. Instruction can include literacy programs that facilitate learning and parenting. Literacy instructional material for the parents is coordinated with complementary reading material for the children. Time is allotted in each day's schedule for parents and children to read together and interact under the instructor's supervision.

- ***Computer-Assisted Literacy Integrated with a Comprehensive Feeder Program.*** Pre-vocational life-skills/motivational classes—so-called "feeder" programs—are required under SPOC. Feeders typically offer world-of-work instruction, vocational exploration, peer support, and motivational activities. Many service delivery areas (SDAs) had computer equipment available that offered literacy remediation. Most programs, however, did not integrate the computer-assisted literacy activities into the overall feeder curriculum. As a stand-alone activity, the computer technology was not being used to its best advantage.



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**Program Operation**
Fourteen SDAs representing a cross-section of jurisdictions were funded. Three SDAs selected family literacy projects; seven selected skill-specific literacy projects; and five selected computer-assisted literacy projects as part of a feeder. (One SDA operated both a family literacy and computer-assisted literacy program, which accounts for the fifteen models being operated.) Generally, LMCs were expected to use the period from July through December to arrange for and develop any necessary curricula. January through June was reserved for actual operations. Unfortunately, due to delays in passage of the state budget and other contracting difficulties, the majority of programs did not become operational until early spring 1992.

The foundation of most of the literacy demonstration projects is their connection with the education system through the vocational-technical schools and community colleges. Such institutions have always been an important part of Pennsylvania's training programs for adults. The individuals enrolled in these programs are those who need a second chance at an education and for whom previous educational experiences have not been entirely successful. This program affords participants help in obtaining entry-level jobs but also imparts success at learning and the need for continued education throughout their lives.

**Advice for Other States.** The SPOC program and the literacy demonstration program are collaborative efforts of the three departments brought together by the Governor to reform and restructure the way employment and training services are delivered to welfare recipients. Such interdepartmental cooperation at the state level was critical to the development of these initiatives. Pennsylvania was fortunate to have had a model of interdepartmental cooperation in the form of the Joint JOBS Initiative Task Force. That task force has jointly managed the SPOC program since its inception in 1987. To carry out the literacy demonstration project, the Department of Education expanded the task force's membership to include representation by the Bureau of Adult Basic and Literacy Education.

It is vital that the local organizations responsible for program operation have a sense of program ownership. Keeping program requirements and designs to a minimum is necessary so that local agencies can put their own stamp on the initiative.

Another element that is critical to the success of any employment and training initiative is the involvement of the business community. Fortunately, the SPOC program is operated exclusively through Pennsylvania's twenty-eight SDAs. The business representatives of the private industry councils provide guidance not only to the JTPA program, but also to the SPOC program.

**Next Steps.** The task force plans to expand the three-model demonstration project to the remaining SDAs beginning with program year 1992. Current literacy demonstration sites have agreed to provide technical assistance to new sites as needed and the Department of Education has substantially increased its financial contribution to the program.

Contact: Ruth Ann Van Dyke, Director, Division of Program Implementation, Pennsylvania Department of Public Welfare, (717) 787-1302.

**Ensuring Workforce Excellence in South Carolina**

**Initiative for Work Force Excellence**
The Initiative for Work Force Excellence offers employers a range of curriculum options for basic skills training that can be tailored to employees at the workplace. The term "basic skills" refers to those skills needed to perform a job or to upgrade to a higher job. It includes learning to read, developing a daily "job" vocabulary, mastering technical math, and achieving basic computer competency skills.

The Governor created the initiative in 1988 to bring South Carolinian adult skill levels to national parity by improving the quality of adult education programs. Several state-commissioned reports spanning two gubernatorial terms had suggested the need

"To continue to be an international leader, we need a workforce that continues to learn."

Carroll A. Campbell Jr.
Governor of South Carolina

to reorganize and increase accountability in the provision of adult education services. At first, service providers resisted the restructuring recommendations and reacted by expanding and showcasing their programs and the people in them. The state's adult education plan centered on increasing funding, enrollment, and the number of directors, not on creating methods of accountability, increasing collaboration, or measuring the achievements of enrollees.

With the start of the initiative, however, business leaders began to identify workplace skill needs and criteria for the kinds of programs that should be provided. The private sector's continuing guidance has helped maintain the program's momentum. After four years, the number of workplace programs has increased dramatically. The awareness of lifelong learning and skills enhancement and the demand for contextual classes over a traditional approach have risen.

To ensure that the needs and goals of business and industry are consistently met, the Governor appointed more than 300 of South Carolina's top business and industry leaders to forty-three round-tables serving in all areas of the state. The roundtables meet regularly with state workforce specialists to guide and govern local initiative activities.

Workforce specialists are placed at each of the state's sixteen technical colleges as basic skills training consultants. The specialists serve as liaisons between businesses and educators, coordinating the effective delivery of basic skills services through the local literacy councils, adult education system, and technical colleges. They are accountable for the entire planning and implementation of the basic skills program. They provide businesses with a profile of their workers' potential and educational needs and help employers set program goals and objectives. They facilitate employee participation; provide management, employee, and provider orientations; conduct assessments; schedule class times; review and evaluate services; and ensure that employer and employee goals are being met.

All training is conducted at the work site at a time convenient for the participants. With information extrapolated from the assessment data, a contextual curriculum is developed. After a thorough plant tour and job audit, the workforce specialist and instructor can design and develop an applicable curriculum using the employee's daily vocabulary, paperwork, or routine forms as class material. The curriculum may include problemsolving, critical thinking, writing, and self-esteem building. Staff development for workforce specialists and instructors has been offered in critical-thinking and problem-solving instructional techniques.

Grants have been used to develop many job-specific curricula for use in the textile industry. Also, a pre-SPC (statistical process control) math curriculum has been designed and used extensively. A curriculum file was developed to catalog all current job-specific courses, which the workforce specialists can use when contacting business and industry.

Prior to class scheduling, a participant's skills are assessed to determine the beginning level of training. Test validity and liabilities are two common concerns among employers, while employees worry about confidentiality. Most initiative programs have used the Test of Adult Basic Education (TABE) to identify starting reading and math levels. However, TABE is not able to provide results leading to job-contextual basic skills deficiencies. For this reason, the workforce specialist will analyze the employee's daily job tasks and design a job-specific mastery test or cloze exercise.

Based on this assessment, the workforce specialist works out an agreement among all parties—the employer, employees, and training providers. The agreement outlines responsibilities, measurable goals and training objectives, company expectations, course length, program costs, instructor standards, and monitoring requirements.

**Challenges in Implementation.** South Carolina's adult education system continues to suffer from the problems the initiative was designed to address. Most of the programs are a combination of separate adult education, technical college, and literacy volunteer efforts. Although the initiative's role is to coordinate the efforts of all education program providers to better serve employer needs, this rarely occurs. Providers of service still compete for a particular workplace, and some even compete with the initiative's representative—the workforce specialist. The cause of the competition is the method by which programs are funded. Student enrollments determine base funding for adult education, literacy, and technical college programs. Therefore, it is not in any program's interest to share students.

The current method of funding adult education services prevents the initiative's workplace client from evaluating services equally. In an ideal environment, the workforce specialist could broker for a client by packaging the providers' services customized to the specific workplace needs. While workforce specialists try to accomplish this goal, inequity in program offerings often precludes this collaboration. Adult education programs are funded in a way that allows them to offer industries "free" services, while technical college programs charge for services based on continuing education units. Literacy councils—nonprofit agencies dependent on private funds—expect payment when offering services to industry. These differences allow competition, not collaboration, to reign in establishing workplace basic skills programs.

To further complicate service delivery, there is no consistency in fees and program offerings from county to county. Several large companies that operate manufacturing facilities in multiple sites across the state have felt the weight of bureaucracy when attempting to establish uniform basic skills programs in each of their plants. The initiative structure has not been able to create flexibility among providers because most of the programs develop locally and each provider is autonomous.

**Advice for Other States.** Developing goals and objectives for companies and individual participants is the most important aspect of implementation. Once these are established, they are shared with the providers so that instructional approaches and materials are tailored to meet everyone's needs. The employer and the workforce specialist define the expected competency outcomes for the program, and a timetable for the training is established.

The level of company commitment to offer basic skills training as an employee benefit is directly correlated to program success. Management from first-level supervisors to senior-level corporate staff, must support the program from the planning stage to the final evaluation. Individual supervisors also must daily reinforce the program goals set by both the company and employee.

Incentives offered by the company can provide tangible motivation for class attendance and course completion. Incentives vary by company but include classes on company time, promotion opportunities, savings bonds, and company sportswear. Participant recognition and self-esteem should be integral elements of all courses. Incentives from the instructor, such as awards for attendance, achievement, and effort, should be offered. Certificates from the Governor also should be available for all students.

A full understanding by management and employees of the benefits of training through the initiative is vital to the program's success. The most effective employee orientations speak of training as a company benefit and an opportunity to prepare for future business growth.

**Next Steps.** The Michelin Tire Corporation's interest in building a workplace program gave the Governor an opportunity to restructure the Initiative for Work Force Excellence. The learning centers established at Michelin's four South Carolina plants will use the most effective methods and program elements found through the initiative to date. These

"Lifelong learning gives us the ability to continuously and effectively adapt to a challenging marketplace."

Carlos Ghosn
President and CEO of Michelin of North America

principles, together with state-level coordination, will ensure Michelin consistency in services, costs, and results.

The Michelin Learning Center program uses the principles that guided the early development of the initiative but were not uniformly adopted by all of the program's sixteen sites. The purpose of the initiative is to offer industry consistent, customized, and contextual basic skills programs that can be delivered statewide. Michelin requires control of the learning center process from concept to implementation, including consistency in curriculum materials and program costs. A substantive review of the 1991 programs indicates that less than one-third of the initiative's work-site programs had these characteristics.

The Michelin program is coordinated through a state-level project manager who will ensure the consistency of the program. The scope of work and selection of curriculum, providers, and instructors will be coordinated through the manager. Each workforce specialist will support the program like any other in his or her area. The difference is that the goals and expected outcomes will be developed by the state working with the corporation rather than the local provider. A set of standards and evaluation visits will be used to measure progress toward the program's goals. Each plant will support a team composed of a Michelin project director, the workforce specialist, education providers, and the state project manager, whose role is to ensure that the customer's needs are being met.

While the creation of a new level of management may seem at first to increase the administrative burdens of the program, this centralization in planning, coordination, and oversight through the state project manager is precisely what the initiative and service providers required to better meet the company's needs.

Contact: Haidee Clark, Deputy Director, Division of Economic Development, Office of the Governor, State of South Carolina, (803) 734-0451.

**Retooling Businesses in Wisconsin**

The Wisconsin Department of Development's Customized Labor Training Fund (CLT) is designed to promote the retooling and upgrading of Wisconsin businesses and to provide customized training for these businesses' employees. The department does not directly provide employment and training services but gives individual businesses the funds to purchase training for new and existing employees.

Funds are awarded by a nine-member Development Finance Board, whose membership includes the director of the State Board of Vocational, Technical, and Adult Education, the secretaries of the Department of Development and the Department of Industry, Labor, and Human Relations, and six other members appointed by the Governor, representing the scientific, technical, labor, small business, and minority business sectors. During the 1989-91 biennial budget, $21.7 million was awarded to forty-eight CLT projects.

CLT funding may be used only for workforce training that occurs in an instructional setting and deals with a technology new to the business or industry, not simply new to the employee. The primary focus of the CLT Fund is not simply to assist with workforce expansion or training in basic skills, but to promote the retooling and upgrading of businesses and to provide them with a highly skilled workforce.

Contact: Richard Berg, Special Assistant to the Executive Cabinet for a Quality Workforce, Wisconsin Department of Administration, (608) 264-6181.

# Access and Accountability in Higher Education

The eleven states on the Action Team for Lifelong Learning are among those at the forefront of higher education reform. State efforts in public higher education focus on improving quality; expanding access; ensuring accountability and efficiency; streamlining governance; increasing collaboration with other levels of education, job training programs, and the business sector; and meeting economic and workforce needs. These initiatives are occurring within an economic context of lingering fiscal difficulties for states and higher education institutions.

As an expression of concern about the effectiveness and efficiency of the higher education system, state policymakers are asking colleges and universities to refocus their missions. States have found that when institutions adhere to a well-defined sense of mission and assume an identifiable role within the overall state higher education system, state dollars can work more efficiently. A clear mission statement establishes a framework for a variety of institutional tasks and priorities, including setting admission standards, developing or revamping curricula and programs, and establishing guidelines for expectations of faculty.

States are also asking higher education institutions to demonstrate what their students know and are able to do. Many of the states on the Action Team on Lifelong Learning require state institutions of higher education to assess student learning at the beginning of college for placement and remediation purposes, at the end of the sophomore year for assessing general education, and at the end of the senior year for demonstrating proficiency in the major. These assessment mandates work best when faculty and campus leaders are involved in the development and implementation of assessment plans, faculty networks and conferences are supported at the state level, and the effective use of assessment results is promoted.

In addition, to increase accountability still further, one state's legislature has created a state report card for its public higher education system that will compare state institutions on a number of dimensions. Another state is considering a similar measure.

States are engaging in new forms of outreach to middle school and high school students to provide them with information on postsecondary opportunities. This is particularly important for children whose families have no history of college attendance. Mailings to students and their parents are designed to help them plan for college or future careers. When the service extends to an analysis of their test results predicting future college success, students can correct deficiencies at an early stage. Continued follow-up throughout the high school years offers students additional information about financial aid, career preparation, and a variety of postsecondary programs.

Early intervention programs are gaining popularity at the state and institutional level. There is increasing recognition that access to college is meaningless unless students are well prepared. Preparing students for college in the final year of high school is too late; preparation should begin as early as grade school. Some states offer to pay the future college tuition of elementary or middle school students from low-income families. In exchange for that commitment, the students must make good grades, stay in school, and stay off drugs throughout the remainder of their school years.

Allowing high school students the option of taking college courses for either high school or college credit is another policy espoused by the action team states. The college coursework is paid for by the state. This option expands choices for high school students, allows them to test their preparedness for postsecondary education, and gives them a preview of college-level expectations for academic work.

These outreach and early intervention programs are, in some cases, part of a state's overall strategy to increase minority participation in higher education. For example, outreach to veterans to inform them of postsecondary opportunities also may increase

minority enrollment, since minorities comprise a substantial proportion of the recent veterans pool. However, the action team states have used other strategies to recruit and retain minority students at the postsecondary level. These include requiring campuses to develop recruitment and retention plans, requiring institutions of higher education to meet affirmative action targets for increasing minority staff and faculty, and developing policies to eliminate the harassment of ethnic and racial groups on campus.

Although changes in the governance of public higher education have been infrequent in recent years, a few action team states are considering reforms in this area. The severity of the current fiscal crisis may stimulate additional action to improve efficiency. Extending the program review authority of state coordinating boards to allow them to terminate ineffective and dramatically underenrolled programs is one change under consideration. Consolidation of programs and streamlining governing structures also is underway in one of the action team states.

Examples of college collaboration with the business sector can be found throughout this report. Community colleges, in particular, have taken on the mission of offering specialized training for business and industry. These institutions also are responding to the need for remedial services.

Collaboration between higher education and the schools also is being encouraged. Higher education has an essential role to play in school reform, but crossing the boundaries of the different systems—elementary and secondary and postsecondary—is not always easy. A firm commitment from state and institutional leadership is critical to the development and continuation of meaningful partnerships between schools and colleges. Some states are providing a role model by creating state-level councils or departments that include representation from both the state's higher education agency and the K-12 education department. In some instances, these entities are part of a larger cabinet-level office that includes job training and adult education agencies. Such integrated policymaking bodies provide a strong message to higher education that it is a player in the total education and training system in the state. In one action team state that is undergoing dramatic reform at the elementary and secondary levels, the legislature has passed a resolution asking that the state higher education system play a role.

Higher education institutions must respond to the needs of other sectors—education and training, business and industry—or they run the risk of being bypassed as new programs are developed to address these needs. They must be prepared to offer appropriate training for the business sector and adults, at a time and place that is most convenient for the "consumer." Moving the higher education community to think beyond its boundaries is always a challenge. Faculty are isolated and focused on their own research and instructional priorities. Campus leadership often is concerned with institutional growth and status. Adding new campus programs and expanding existing ones in a "mission creep" is easier than paring back and developing a well-defined sense of mission. Public colleges and universities must understand that it is in their own best interest to work with other agencies to improve the academic preparation of school children and enhance the skills of the state's workforce. None of these changes are easy or can take place overnight. Patience and commitment to the long-term good is required.

**Expanding Horizons for Veterans in Indiana**

A joint effort among the Indiana Commission for Higher Education, the Indiana Conference of Higher Education, which is a consortium of public and private colleges and universities, and the Indiana Department of Veterans' Affairs will enable veterans to become more aware of postsecondary opportunities in the state.

The initiative will develop a continually updated electronic data file of persons honorably discharged from the services and will send them information about a range of postsecondary opportunities in the


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state. On receipt of a return postcard from the veteran, Operation Expanded Horizon will link him or her to specific postsecondary programs of interest.

The pool of veterans targeted by the program originally was limited to those with unexpired educational benefits. However, since those without entitlements may still qualify for federal or state financial aid programs, the group has been expanded to include all veterans. A long-term goal of the program is to contact veterans separated from the armed services back to 1983. The database will be monitored so that no violations of the Privacy Act occur and only agreed-to parties have access to the files.

The program has the following objectives:

- To increase the number of Hoosiers who are prepared for the increasing educational requirements of the marketplace by encouraging more veterans to take advantage of their benefits to pursue some form of postsecondary training;
- To increase the pool of potential students for postsecondary programs in Indiana so that eventually the rate of participation in higher education in the state will improve;
- To increase minority participation in postsecondary programs, assuming that a substantial proportion of honorably discharged veterans are minorities; and
- To improve coordination among cooperating agencies.

**Challenges in Implementation.** It is likely that the project will face some barriers in implementation. For example, the separation form is difficult to read and is not machine-readable. To undertake the existing backlog of cases (estimated at 100,000) will be daunting. Since the program is at an early stage, it remains to be seen how consistently the database is updated and how much of a backlog can be addressed.

**Advice for Other States.** States with a fast-growing postsecondary system may have less of an interest in adding another group whom they target for outreach. However, states facing a continued decline in the proportion of eighteen- to twenty-four-year-olds may want to consider this initiative. In addition, other states may wish to use a similar initiative to encourage collaboration among human service providers and representatives of all postsecondary sectors.

Contact: Karen Rasmussen, Assistant Commissioner for Policy and Planning Studies, Indiana Commission for Higher Education, (317) 232-1900.

### Recommending Changes for the Higher Education System in Massachusetts

The Commission on the Future of the State College and Community College Systems was established by Governor William F. Weld on June 4, 1991. The commission was charged with reviewing the missions, programs, financing, and governance of these institutions and with recommending specific changes to the Governor and the Higher Education Coordinating Council.

### Community Colleges

As in most other states, Massachusetts' community colleges are responsible for education through the associate degree, offering degree and nondegree programs, credit and noncredit programs, transfer and occupational programs, and remediation. Admission is open to any high school graduate or holder of a high school equivalency certificate. Over the years, community colleges have assumed a number of responsibilities historically met by other organizations or agencies, including job training. In particular, these institutions serve the part-time older student, individuals in personal or career transition, and the underrepresented and underprepared, on whom the commonwealth's economy will increasingly depend over the next decade.

The recommendations of the commission focus on differentiating the missions of community colleges

"Education can provide an individual with a brighter opportunity for success, a state with a richer opportunity for growth, and a nation with a competitive advantage in world markets."

William F. Weld
Governor of Massachusetts

according to local and regional needs, meeting the state's needs for technology transfer, instituting statewide planning for high-cost technical programs, engaging in productive partnerships with schools, increasing formal relationships with vocational-technical high schools, and expanding partnerships with public agencies, business, and industry, so that community colleges can serve as centers for lifelong learning.

As community colleges move toward a differentiated mission structure, the commission urges them to pay careful attention to maintaining those academic programs that further the state's economic development. In critical fields such as allied health and nursing, educational opportunities must be planned and coordinated through formal "career ladders" in the designated field. Under this integrated system, students in high-demand, multi-tier professional fields should be able to begin their studies in certificate programs at vocational-technical high schools, continue with certificate programs and associate degree programs at community colleges, and transfer to a related baccalaureate program in a state college or university.

The commission recommended that new financial aid incentives, in the form of an Economic Development Aid Program, be linked to the career ladder process. It advises permanently earmarking 1 percent of the total scholarship appropriation to provide financial aid to students who are studying in fields critical to the economy of Massachusetts. These need-based grants would be repaid if the student does not work in the critical field for a designated period after graduation. To ensure that changing labor demands are met, the chancellor of higher education, secretary of education, and secretary of economic affairs will annually review the critical field categories and redefine them as necessary.

**State Colleges**

The challenge to the state colleges is to link their educational missions and program offerings to the economic and demographic changes facing the commonwealth. To help stimulate the Massachusetts economy and contribute to the long-term economic health of their region, state colleges must:

- Continue to provide residents with the opportunity to fully participate in the economy;
- Offer academic programs in the content, field, and number needed to sustain the economy; and
- Diversify academic programs to respond to regional variation.

The commission's recommendations enable Massachusetts' state colleges to meet diverse educational, economic, and demographic challenges through a dual approach that emphasizes both regional commonality and statewide differentiation. The approach is designed to satisfy the state colleges' commitment to providing undergraduate education to residents of their region, as well as to help develop strong programs serving statewide needs. It provides the potential for innovation in areas such as interdisciplinary studies, integration of liberal and professional education, closer matching of educational programs to well-defined economic and demographic needs, and reform of general education curricula.

- Each state college should have a core program to meet regional needs.
- Beyond its core program, each state college should have a unique focus that is the basis for restructuring its institutional mission.
- Existing programs common to all state colleges, such as business and education, should be differentiated to respond to state or regional needs or integrated within the unique focus of the campus.
- Programs that do not support a campus's unique mission should be phased out and program resources reallocated within the campus.

- Graduate education at the masters level should be recognized as a legitimate part of the mission of the state college and thus eligible for state support.

- The freshman admission standard currently in effect for the state colleges should be adjusted to strengthen institutional differentiation.

**A Revamped Governance Structure**

Historically, policymaking in Massachusetts' public education and training "system" has been a complex collage, with authority dispersed across several levels of government and numerous institutions. Responsibility for setting education policy has been divided between the Governor, the legislature, the Department of Education, and the Massachusetts Board of Regents of Higher Education.

Governor Weld is seeking to strengthen and streamline the system. To that end, in July 1991 the Governor introduced and sought passage of legislation that consolidates the state's policy-setting structure for education and training. The reorganization includes:

- Creating a cabinet-level education secretary to oversee and administer policy.

- Replacing the Board of Regents with a higher education coordinating council chaired by the secretary of education. The council has authority over the state's public colleges and university system.

- Consolidating the state universities into a five-campus system.

- Creating the Council on Education Policy, a group that links the elementary and secondary and higher education systems and sets policy for all three.

Contact: Piedad F. Robertson, Secretary of Education, Massachusetts Executive Office of Education, (617) 727-1313, ext. 202.

**Charting a New Course for the Higher Education System in Missouri**

Governor John Ashcroft and Missouri state legislative leaders created an education reform and funding initiative to take to the voters in November 1991. The referendum was known as Proposition B. Proposition B's higher education component included provisions to require Missouri institutions of higher education to delineate and implement mission statements, establish new incentive funds for institutions, and increase student aid. A $385 million tax increase in the package led to its defeat at the polls.

In his address at the Governor's Conference on Higher Education in December 1991, Governor Ashcroft declared that the need to restructure Missouri's higher education system to achieve greater quality "did not arise because of the new funding that would have been provided by Proposition B. It was a need that existed independently, a need that is intensified, rather than reduced, by the lack of new money." He urged governing board members, presidents, chancellors, and other campus leaders to join with the Missouri Coordinating Board for Higher Education to embrace the planning and accountability reforms in Proposition B.

Missouri's Coordinating Board for Higher Education directed the commissioner to chart a new course for the state's system of higher education. The board asked the commissioner to develop an operational plan to guide the implementation of the changes needed to improve Missouri's colleges and universities. The coordinating board wanted to demonstrate to the public and the legislature that higher education was prepared to make critical choices benefiting the entire state, rather than individual institutions.

**Task Force on Critical Choices for Higher Education**

A Task Force on Critical Choices for Higher Education was created to advise the coordinating board and commissioner on the new direction for Missouri's higher education system. The task force is chaired by the president of the University of

"The process of change is never easy and always requires strong will and great resolve. Starting with a vision, developing a plan, and taking bold action are requirements for an improved system of higher education. Indeed, we must strive to reach currently unimagined levels of excellence. To do less is unacceptable."

John Ashcroft
Governor of Missouri

Missouri Board of Curators. Through the task force, representatives of the state's public and private colleges and universities and the state board of education worked together to develop a statewide plan for change.

The major issues considered by the task force include more highly focused institutional missions, funding strategies to address the state's postsecondary needs, and an appropriate governance structure. The charge from the coordinating board specifically directed the commissioner and the task force to deliver an action plan to the board at its June 1992 meeting. With respect to institutional missions, the task force was asked to address admission requirements, duplication of campus programs, program mix, and accountability. In relation to funding, the task force was asked to provide recommendations for performance and incentive funding concepts, student fee structures, and policies related to cost sharing (i.e., the proportion of the cost of college attendance families and students should be expected to pay relative to the proportion the state should pay), administrative expenditures, potential cost savings, and the possibility of a special bonding authority for addressing the backlog of maintenance and repair needs. Governance—a final area for examination—included consideration of an alternative governance structure and possible changes in the state's coordination of the Missouri higher education system.

In developing a vision of Missouri's postsecondary system, the task force foresaw a system of public and independent colleges and universities and private vocational and career schools with the following characteristics:

- Higher education and vocational training services of the highest quality that are truly competitive on a national and international level;
- A coordinated, balanced, and cost-effective delivery system;
- A range of vocational, academic, and professional programs that are affordable and accessible to all citizens who are prepared and able to benefit from the programs;
- Differentiated institutional missions and implementation plans both among and within sectors designed to meet state needs and goals with a minimum of program duplication; and
- Systematic demonstration of institutional performance and accountability through appropriate assessment efforts.

According to the task force, admission policies should be revised to ensure that Missouri high school students have access to advanced placement courses and well-prepared classroom teachers, complete the recommended core high school curriculum, and benefit from stronger school/college partnerships. These partnerships will provide early feedback to students on the likelihood that their past school performance will lead to academic success in college. Another partnership will involve intervention activities for students at risk during their school years. Continual professional development for teachers is another strategy to link colleges and schools.

The task force considered measures by which the success of the school and the postsecondary systems will be evaluated. For example, one measure will be the number of Missouri high schools that offer advanced placement classes. Another measure will be the extent to which minorities participate and succeed in postsecondary education in proportion to their representation nationally.

The task force report classifies institutions of higher education according to the selectivity of their admission policies, ranging from highly selective to open-admission institutions. These policies will reinforce and differentiate institutional missions in terms of clientele served. For example, highly selective institutions admit students in the upper one-third of their high school class. Open-enrollment institutions may admit any Missouri resident with a

high school diploma or its equivalent as a first-time, full-time degree-seeking freshman. Once the standards have been adopted, highly selective or selective institutions may not offer formal remedial coursework. Institutions will be evaluated on the extent to which persistence rates for first-time, full-time degree-seeking students meet recommended targets.

The task force is recommending an appropriate mix within the state's postsecondary system of public, independent, and proprietary institutions offering vocational, academic, and professional programs. Unnecessary program duplication across the state will be avoided. The aim is to have a postsecondary system that serves historically underserved populations in the state, particularly minorities and rural residents, and that provides an adequate supply of graduates in areas of critical need for the state's future.

Among the measures of success for this set of goals are increasing by 50 percent the number of minority faculty and staff; doubling the 1990-91 rate for students successfully transferring from two-year to four-year institutions; and ranking Missouri among the top ten states for the percentage of baccalaureate graduates scoring above the fiftieth percentile on nationally normed exit assessments in their major field of study.

Another set of recommendations focus on policies to ensure an efficient, effective, and accountable system of postsecondary education in the state. For example, the average teacher assignment for full-time faculty should reflect the institution's mission. Institutional accountability will be demonstrated systematically through appropriate assessment efforts. Measures of success include goals for average teaching assignments by institutional type, adequate maintenance of higher education facilities, and the issuance of an annual accountability report on the degree to which institutions are meeting these objectives.

The final set of recommendations relate to modifying governance to achieve a "coordinated, balanced, and cost-effective postsecondary educational system." If the task force recommendations are adopted, the coordinating board will have the authority to distribute incentive funds to institutions for reaching statewide and institutional goals and refining institutional missions and authority to terminate duplicative and poor-quality programs.

The task force's final meeting was June 5, 1992. Next steps include coordinating board approval and public hearings.

**Challenges in Implementation.** Opposition to changing the status quo is a barrier to reforming higher education in Missouri. However, a discussion about the future of higher education in the state is occurring among institutional board members as a result of the initiative. That discussion is a positive development but it is one that has been underway for several years, prompted by the Governor's annual higher education conferences and the report of the business-higher education forum.

**Advice for Other States.** Missouri would advise other states not to give up. The first effort may not work out, but states should persist, regroup, and try new approaches. Policymakers must be convinced of the need for change. Governing and coordinating board appointments are critical to ensuring support for reform. In making board appointments, Governors should be aware of candidates' support for change in higher education. Holding annual Governor's conferences on higher education has been an important facet of education reform in Missouri. The timing of the conference—December—is also important because it helps the Governor lay out a legislative agenda for higher education.

Contact: Charles McClain, Commissioner of Higher Education, Missouri Coordinating Board for Higher Education, (314) 751-2361.

"It must be emphasized that, in concentrating on the education and training of its own employees, a company will in fact be contributing toward better meeting the community's educational needs as well."

Hans Decker
Vice Chairman of Siemens Corporation

## Strengthening State Colleges and Universities in South Carolina

### Differentiation of Institutional Missions

Mission differentiation among South Carolina's public colleges and universities is part of the state's higher education planning process. Working together, institutional representatives and staff of the South Carolina Commission on Higher Education are examining ways in which mission statements can be made more distinct. Mission differentiation and clarity will assist statewide higher education planning, help inform future decisions, and encourage the efficient use of resources.

The statewide planning that includes mission delineation is underway. It is a consultative process that was first initiated in 1988, was modified in 1990, and currently involves a large number of institutions. The council of presidents of state colleges and universities nominated institutional representatives who serve on a statewide planning body.

A master plan was developed in the late 1970s, but the document was unwieldy, not easy to update or change, and nearly unusable. The current process is more focused and intentional. It differs from the earlier process in its attempt to encourage institutions to think about what they do best, their strengths and weaknesses, and the special contribution each institution makes to the state's higher education system.

Adopted in 1988, South Carolina's Cutting Edge initiative (Act 629) set the stage for reform of the state's higher education system. Its provisions included a strategic planning process for higher education. Other features of the legislation were a requirement for strengthened college admissions standards; a merit-based scholarship program; a grants program for the improvement of undergraduate instruction; endowed professorships; a research investment fund for universities and senior colleges; and requirements for campus-based student assessment and institutional effectiveness measures.

**Challenges in Implementation.** The process of defining institutional missions usually raises issues of institutional autonomy relative to a state's need for institutional distinctiveness. South Carolinas' experience is no exception. The challenge at this time is to address the tension among the key players by bringing them all to the table to air their views.

Mission delineation is seen as an ongoing issue in the state that will be evaluated and debated on a regular basis. The issue will not disappear, particularly given the climate of accountability and the reality of limited resources. The entire higher education plan will be reevaluated every five years, and mission scrutiny will be part of that process.

Contact: Robert Poch, Associate Commissioner for External Affairs, South Carolina Commission on Higher Education, (803) 253-6260.

### Improvement of Access and Equity

The South Carolina Higher Education Program for Access and Equity, implemented in 1989, builds on the state's federally mandated desegregation plan (1981-86) and the South Carolina Plan for Equity and Equal Opportunity in Public Institutions of Higher Education 1986-87 and Beyond. Since 1981, South Carolina has moved from implementing desegregation activities in order to fulfill federal compliance requirements to implementing equal opportunity goals and objectives. When the state adopted its own desegregation plan in 1985, it sought to overcome the weaknesses in the mandated plan.

A consulting firm hired by the Commission on Higher Education in 1985 assisted the state in addressing issues pertaining to the quality of South Carolina's higher education system, including ensuring access and equality of educational opportunity. Other state initiatives related to access and quality include establishing the Center for the Study of the Black Experience in Higher Education and sponsoring an annual technical assistance workshop.

In February 1988, the Commission for Higher Education approved new guidelines for minority access and equity programs. The guidelines included a provision to award incentive funds to institutions with effective programs to address minority recruitment and retention. Each state institution is required to prepare annual minority achievement plans for the commission. The activities must be tailored to the characteristics of the specific college or university and must be linked to efforts to improve institutional quality.

The goals of South Carolina's initiative for minority achievement are to:

- Develop and maintain institutional environments in which cultural diversity and the presence of minorities are valued aspects of institutional life;
- Achieve parity in black and white graduation rates at the undergraduate, professional, and graduate levels;
- Make additional progress in hiring minority faculty, professional staff, and other employees;
- Encourage the transfer of minority students from two-year institutions to baccalaureate degree-granting institutions;
- Address financial needs and provide incentives for minority students by structuring and maintaining state aid programs for undergraduate, professional, and graduate students;
- Address the problem of underrepresentation of black males in South Carolina higher education; and
- Continue to strengthen historically black colleges to ensure that they will be able to fulfill their missions as full partners in the higher education system and provide quality education programs.

The access and equity program is being reviewed by an outside consultant during the summer of 1992 to determine whether these goals are being met at institutions across the state. The evaluation will help the commission identify areas and strategies for improvement. For example, black males continue to be underenrolled in state colleges and universities.

**Challenges in Implementation.** The South Carolina Commission for Higher Education has found that change does not occur overnight and improvement in this critical area takes time. Policymakers have learned that access and equity do not stand alone; a successful collaboration with educators at the elementary and secondary school levels is necessary to inspire more minority students to attend college. A statewide Council on Educational Collaboration has been created to address these issues and encourage the sectors to work together in a productive way. The council includes members of the business community, the state superintendent of education, the commissioner of higher education, other school and university representatives, community leaders, and parents.

A new early intervention program for eighth-graders informs students and their parents about current college requirements and options, the costs of attending college, and financial aid opportunities. The program is especially aimed at students whose families have no record of college attendance and those from rural areas.

Contact: Robert Poch, Associate Commissioner for External Affairs, South Carolina Commission on Higher Education, (803) 253-6260.

**Reinvesting in Higher Education in Wisconsin**

The University of Wisconsin System is reaffirming its commitment to educational quality by reinvesting institutional base resources to fund top-priority educational needs. The reinvestment strategy is an initiative designed to meet the needs of students and faculty and to fund those areas vital to preserving the system's education quality during times of fiscal restraint.

Areas identified as essential to this mission are improved computer access, electronic library resources, engineering technology, improved instructional materials, modern laboratories and equipment, program assessment and competitive salaries for faculty and staff. These areas are crucial to maintaining quality and education at system institutions and to improving student access to modern technology that they will use in the workplace. Over fiscal years 1992 through 1995 the University of Wisconsin System plans to reinvest $26.5 million in base budget resources to meet high-priority educational needs.

Contact: Richard Berg, Special Assistant to the Executive Cabinet for a Quality Workforce, Wisconsin Department of Administration, (608) 264-6181.

**Acknowledgements**

The Governors and chief executive officers (CEOs) serving on the NGA Action Team on Lifelong Learning assigned key staff members the responsibility for working on the action team's agenda. During the past year, the action team's staff advisory council operated under the leadership of James Peterson, chairman, Wisconsin. Other action team Governors' staff included Richard Gordon and Judy A. Hollister, Indiana; Phil Dunshee and Phil Smith, Iowa; Linda Breathitt and Beth A. Brinly, Kentucky; Piedad F. Robertson and Winniphred A. Stone, Massachusetts; Karen Gallagher, Missouri; Stavroula Lambrakopoulos, New Jersey; Robert Lowry and Kenneth Theobalds, New York; Marilynne Keyser, Oregon; Donald B. Spangler, Pennsylvania; Haidee Clark and Nikki McNamee, South Carolina; Richard Berg, Wisconsin; Timothy A. Britt and James Morton Jr., Michelin North America; Paul Dine, Siemens Corporation; Jackie Robinson, Apple Computer, Inc.; Edward B. Wallace Jr., General Motors Corporation; and Carl A. Weigell, Motor Castings Company.

Karen Gallagher and Marise Stewart of Missouri Governor John Ashcroft's office coordinated the work of the three action teams in addressing the chairman's theme for the year, "Redefining the Possible: Achieving the National Education Goals."

Descriptions of state initiatives were contributed by Governors' staff and state agency staff in the eleven action team states. Without their assistance this report would not have been possible.

This report was funded through the generosity of the William T. Grant Foundation Commission on Work, Family, and Citizenship. The Action Team on Lifelong Learning also was supported by Carnegie Corporation of New York.

Professional staff members of the NGA Center for Policy Research, Evelyn Ganzglass and Jean Graves McDonald, coordinated the efforts of the Action Team on Lifelong Learning throughout the year and authored this publication. Susan L. Traiman and Barry L. Van Lare provided overall leadership at NGA for the chairman's initiative. Staff of the NGA Office of Public Affairs provided editorial and production assistance for this report. They include Rae Young Bond, Gerry Feinstein, and Mark Miller, with special thanks to Karen Glass. Thanks also to Debbie Woods for her patience and fine clerical skills.

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